Environment Canada
Parks Service

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CANADIAN PARKS SERVICE

PROPOSED POLICY

CANADA'S GREEN PLAN

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CANADIAN PARKS SERVICE

PROPOSED POLICY

PROPOSED POLICIES CONTAINED IN THIS DOCUMENT

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PREFACE

Policies to guide the Canadian Parks Service were last reviewed in the 1970's. With new legislation and changing public perspectives on the environment and heritage, it is timely to once again review current policies.

The purpose of this draft policy document is to describe how the federal government will carry out its national program of natural and cultural heritage recognition and conservation as assigned to the Minister of the Environment by the Parliament of Canada, the Governor in Council and Cabinet. The document will also provide direction for the Canadian Parks Service, and information for other agencies, organizations and the public on how Canada's natural and cultural heritage could be commemorated, protected and presented. It represents a further step in the elaboration of policies which will guide us into the next century.

Adapting for the future requires a collective effort through an open process involving the staff of the Canadian Parks Service (CPS), their collaborators, and the Canadian people. The views garnered through a public participation process will be considered and a revised policy will be proposed for approval. Responses will be provided on issues raised during the review.

Your cooperation in reviewing this CPS Proposed Policy and participating in its revision is an essential step in renewing our heritage conservation mission and in seeking to update the *Parks Canada Policy* of 1979.

INTRODUCTION

General

In its broadest sense, Canada's heritage encompasses natural ecosytems - the prairies, forests, lakes, mountains, coastlines, and tundra with their multitude of plants and wildlife; and our history - from Canada's first peoples with their rich diversity of cultures, to the founding and growth of our nation.

Some historic places and natural areas are of importance to all Canadians. These special places should be recognized, protected and managed for the benefit of everyone within a national system which protects our heritage for future generations. The Canadian Parks Service (CPS) is charged with the responsibility of ensuring that this occurs at the Federal level. Such places provide both the symbol and the substance that help Canadians enhance their knowledge and appreciation of their country, its natural environment and biological diversity, its history and its cultures. They reinforce Canada's national sovereignty and unity, and provide opportunities for education, recreation and inspiration. Canadians share these special heritage places with people from around the world.

It is the combination of history and natural environment which forms our heritage. The role of the Canadian Parks Service and its partners in all sectors of society is to protect and communicate these heritage values, to foster understanding, appreciation and enjoyment.

Legislation and Authority

The Canadian Parks Service Policy is a reflection of the legislation from which it stems. The Rocky Mountain Parks Act of 1887 defined the first parks as "public park and pleasure grounds for the benefit, advantage and enjoyment of the people of Canada." The National Parks Act, originally enacted in 1930, makes provision for the use of national parks as well as for the protection necessary to keep them unimpaired for the enjoyment of future generations. A 1988 amendment to the Act directs management to consider, as the first priority in national park management plans, the maintenance of ecological integrity through the protection of natural resources.

The 1917 establishment of Fort Anne National Historic Site in Nova Scotia, followed by the establishment of the Historic Sites and Monuments Board in 1919, laid the foundation for Canada's current system of National Historic Sites. This program was substantially strengthened by the National Parks Act and by the passage of the Historic Sites and Monuments Act in 1953.

The Heritage Railway Stations Protection Act, passed in 1988, allows the Minister of the Environment to designate railway stations, owned or operated by federally regulated railway companies, for protection as Heritage Railway Stations.

Some Canadian Parks Service activities are managed through Governor in Council, Cabinet and Treasury Board authorities. These include Federal Heritage Buildings and Canadian Heritage Rivers. There are also cost-sharing programs which involve shared responsibilities between the Canadian Parks Service and cooperating organizations. In addition, the settlement of native claims is having an impact on the establishment and management of national parks, national marine parks and national historic sites, as in the case of the Northern Yukon National Park.

The Canadian Parks Service also manages historic canals such as the Rideau, the Trent-Severn and the Chambly, pursuant to the Historic Sites and Monuments Act, and the Heritage Canals Regulations made under the Department of Transport Act.

These Acts, Cabinet and other authorities, along with policies and management plans, define the context within which parks, sites and canals must be managed.

One of the greater challenges facing the Canadian Parks Service is the need to ensure that Canadians can benefit from heritage areas without impairing the basic heritage values of those areas. For example, on the Rideau Canal, locks and historically authentic operating mechanisms must be preserved while the needs of the recreational boating community are accommodated.

If one considers such human-induced phenomena as ozone depletion, acid rain, toxic chemical pollution, the greenhouse effect, and urban development, there is no place in the world which has not been "impaired" in some measure. In addressing this situation the Canadian Parks Service recognizes that it must play a broader role in environmental education. It must also encourage research related to its mandate, monitoring, environmental and heritage demonstration projects, and work with others to minimize impairment resulting from external influences.

This policy, like its 1964, 1967 and 1979 precursors, helps to define the Canadian Parks Service management process. When approved, it will provide direction for the Canadian Parks Service into the next century.

Policy Revision - Changing Needs

The main purpose of this draft Canadian Parks Service Policy is to propose an integrated and comprehensive statement of the broad principles that will give direction to both present and future CPS initiatives, and which will also guide more detailed policies in specific subject areas. As such, the document contains revised versions of existing policies, and also a number of new policies; all set within the context of overall program and activity objectives. The policies will provide the context within which management decisions will be made.

A further purpose of the Policy is to provide other agencies and the public with a consolidated statement of overall objectives for the CPS Program as a whole, and for individual activities within it.

Since the release of the 1979 Policy there have been significant changes in legislation. For example, the National Parks Act was amended in 1988, and the Heritage Railway Stations Protection Act was also passed the same year. Policy must be adapted to reflect such developments.

The evolving public attitude towards historic and heritage values is demonstrated by present concerns for heritage railway stations, federal heritage buildings, the management of cultural resources, and the incorporation of aboriginal peoples' themes in historic preservation and presentation programs.

There have been many changes in society in recent years which can have important implications for Canadian Parks Service policies. These include: increasing multicultural immigration, recognition of growing global interdependence, communications and technological advances, increasing decentralization of power, development of networks and cooperative perspectives, growth of participatory democracy, international interest and investment in Canada, growth of international tourism, an aging population, disposition of aboriginal land claims, and growing concern for the global environment.

Canada has endorsed the work of the United Nations' "World Commission on the Environment and Development" (The Brundtland Report), which stresses the connection between the environment and the economy, as well as the need for environmentally sound and ecologically sustainable programs. Heritage Areas can provide examples of thoughtful environmental management, and CPS policies need to be assessed in the context of these global interests.

The Canadian Parks Service, as part of Environment Canada, shares the departmental mandate to protect the quality of life and the life support systems on which Canadians depend: fresh air, clean water, healthy soil. The National Historic Sites play a role in understanding the past relationship between human beings and their natural and built environment. This knowledge can help Canadians improve the way they interact with their environment, and thus contribute to sustainable human activity. Likewise, the restoration and repair of older buildings can enhance contemporary social and economic activities.

Therefore, the Canadian Parks Service Program contributes to Canada's overall national mandate for environmental management. The Program provides examples of Canada's highest order of land stewardship, reserves of biological and genetic materials, wilderness areas, ecological benchmarks, areas where essential ecological processes and life-support systems are maintained, important examples of built environment preservation, and non-consumptive economic alternatives to more resource depleting activities. Its heritage areas and activities can be a source of inspiration for present and future generations of Canadians.

The Structure of this Document

Some elements of policy are general and apply broadly to more than one Canadian Parks Service activity. These have been grouped together in Part I, *CPS - Program Policy*.

Part II contains *Activity Policies* specific to National Parks, National Marine Parks, Canadian Heritage Rivers, National Historic Sites[1], Historic Canals[2], Federal Heritage Buildings, and Heritage Railway Stations. Collectively, these activities of the Canadian Parks Service Program are covered by the broad terms, "heritage areas" or "heritage resources".

Part III, *Cultural Resource Management Policy*, contains a new set of specific policies that apply to all the cultural resources managed or possessed by the Canadian Parks Service, whether at national his-

toric sites, historic canals, national parks, national marine parks, or elsewhere.

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1 The 1979 Policy contained separate policy statements for National Historic Sites and National Historic Parks. This Policy integrates the two under the general title *National Historic Sites*. The Policy applies to all national historic sites, including those historic sites that have been set aside under Part II of the National Parks Act as national historic parks. For convenience, and in view of the fact that there is no intention to differentiate between a national historic site or park on general policy grounds, the more inclusive term *National Historic Site* or, occasionally, site has been used in this CPS Proposed Policy.
2 The 1979 Policy referred to heritage canals. In this Policy the term *Historic Canals* has been adopted to reflect the close relationship between the canals and the historic sites program within the Canadian Parks Service.

NOTE
Policy is elaborated in management directives, manuals, agreements, plans, etc.

PART I

CANADIAN PARKS SERVICE PROGRAM POLICY (PROPOSED)

The purpose of this section of the policy is to provide an overview of general policies that guide the Canadian Parks Service.

Specific policies for national parks, national historic sites, historic canals, national marine parks etc., are set out in *Part II, Activity Policies*, and *Part III, Cultural Resource Management Policy*.

PART I
CPS - PROGRAM POLICY

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CPS - POLICY OVERVIEW

GENERAL OBJECTIVE FOR THE CANADIAN PARKS SERVICE

To fulfil national and international responsibilities in assigned areas of heritage recognition and conservation; and to commemorate, protect and present, both directly and indirectly, places which are significant examples of Canada's cultural and natural heritage in ways that encourage public understanding, appreciation and enjoyment of this heritage in a sustainable manner.

OBJECTIVE FOR NATIONAL PARKS

To protect for all time representative natural areas of Canadian significance in a system of national parks, and to encourage public understanding, appreciation and enjoyment of this natural heritage so as to leave it unimpaired for future generations.

OBJECTIVE FOR NATIONAL MARINE PARKS

To protect and conserve for all time representative marine natural areas of Canadian significance in a system of marine parks, and to encourage public understanding, appreciation and enjoyment of Canada's marine heritage so as to leave it unimpaired for future generations.

CPS OBJECTIVE FOR THE CANADIAN HERITAGE RIVERS SYSTEM

Within the framework of the Canadian Heritage Rivers System, the objective of the Canadian Parks Service is:

To foster conservation of outstanding examples of the major river environments of Canada in a co-operative system of Canadian heritage rivers, and to encourage public understanding, appreciation and enjoyment of their human and natural heritage.

OBJECTIVES FOR NATIONAL HISTORIC SITES

To foster knowledge and appreciation of Canada's past through a national program of historical commemoration.

To protect and present commemorated resources of national historic significance administered by the Canadian Parks Service for the benefit, education and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented by those resources.

To encourage the protection and presentation by others of resources of national historic significance that are not administered by the Canadian Parks Service.

OBJECTIVE FOR HISTORIC CANALS

To foster appreciation, enjoyment and understanding of Canada's historic canals by providing for navigation; by managing cultural and natural resources for purposes of protection and presentation; and by encouraging appropriate uses.

OBJECTIVE FOR FEDERAL HERITAGE BUILDINGS

To protect federal heritage buildings in the interest of present and future generations by promoting the long-term use of these buildings in ways that respect their heritage character.

OBJECTIVE FOR HERITAGE RAILWAY STATIONS

To protect heritage railway stations for the benefit of present and future generations, by ensuring that these railway stations and the features that represent their heritage character are preserved.

OBJECTIVE FOR CULTURAL RESOURCE MANAGEMENT

To manage for public benefit cultural resources administered by the Canadian Parks Service.

CPS - PROGRAM POLICIES

1.0
Conserving Heritage Resources

1.1
Identifying and Selecting Heritage Resources

For both natural and the cultural heritage the identification and selection of specific heritage places for possible inclusion in national systems will be based upon a systems planning approach. Planning provides frameworks whereby nationally significant natural and cultural heritage resources can be classified. By means of such frameworks, the Canadian Parks Service will identify those significant components of the country's natural and cultural heritage which remain to be included in representative systems of heritage places. Planning furnishes a structured approach to filling gaps in systems of nationally significant heritage areas and to giving national recognition to heritage resources.

In the case of natural heritage, CPS will identify and select, in consultation with provincial and territorial governments, and other interested parties, heritage resources that are of national significance for possible inclusion in a Canadian system of protected areas. In the case of historical commemoration, the identification of resources will be based on recommendations of the Historic Sites and Monuments Board to the Minister of the Environment. Such recommendations will be supported by CPS research. The public will have a major role to play in proposing subjects for commemoration.

1.2
Protecting Heritage Resources

Protection and preservation of ecological and historical integrity will be given the highest priority in the acquisition and management of heritage places and resources by the Canadian Parks Service, and in every application of policy they are paramount. Resources will be acquired and managed because of their intrinsic values and because of their benefits to Canadians.

Ecological and historical integrity will provide the foundation for public use, understanding and enjoyment. The protection and conservation of heritage resources are fundamental to their use by present and future generations.

The various factors which contribute to the deterioration of heritage resources will be analyzed by means of thorough research. Protection will be afforded in ways appropriate to the type, significance and sensitivity of the resources. The Canadian Parks Service will encourage public understanding and enjoyment of heritage resources, consistent with the constraints necessary to ensure their perpetuation and protection.

2.0
Understanding, Appreciation and Enjoyment

2.1
Communication, Interpretation and Extension

The objective of the Canadian Parks Service communications program will be to provide accurate, comprehensible, and timely information to foster awareness, appreciation and understanding of heritage resources, of CPS activities, and of broader conservation concerns, and to take into account the concerns and views of the public in establishing priorities, developing policies and implementing programs.

Interpretation and extension programs will be designed to challenge visitors and special interest groups to discover and learn about their heritage and their environment. Programs will illustrate and explain these heritage values and related management and environmental issues; including their local and global origins and implications, and the contribution which heritage resources make to conservation strategies.

CPS will also seek the cooperation and assistance of educational institutions, public associations and those providing service to the public by establishing special information services which encourage awareness, understanding, appreciation, and support for the management of heritage resources.

2.2
Experiences, Services and Facilities

The Canadian Parks Service will make appropriate opportunities available for the public to experience Canada's heritage in those natural and cultural settings which it manages, so that present and future generations can understand and enjoy heritage resources in ways consistent with protection of these resources.

A range of opportunities will be provided which satisfy a significant cross section of visitors. Appropriate visitor activities will be those that are related to the heritage themes and character of the setting, and do not disturb the cultural or ecological integrity of heritage resources.

CPS protection and presentation objectives will be pursued using contemporary marketing methods to build constituencies, enhance public awareness and support for national heritage and identity, to select and provide services, and develop appropriate new activities.

Certain services and facilities are essential for public access to, as well as understanding and enjoyment of, heritage areas. Provision of such services and facilities will be based upon the following considerations:

- impacts on the environment as well as on specific natural and historical resources;
- heritage character and historical appropriateness;
- types of opportunities and activities appropriate to the areas, as set out in management plans;
- a high degree of concern for site planning and choice of construction materials;
- environmentally appropriate design, aesthetics, architectural motif, and energy conservation; and
- the needs and expectations of the visitors, consistent with CPS objectives.

Facilities and services will be provided to satisfy a cross section of visitors. Quality, equality of access, and protection of the environment and heritage resources will be paramount.

CPS is committed to providing access for disabled persons, as well as for able-bodied persons. Special services or programs will be offered where direct access is excessively challenging or inappropriate.

Services and facilities identified as essential for visitors will be provided either by CPS or through cooperation with adjacent communities, the private sector, or voluntary organizations. The location of commercial services and facilities will be encouraged in adjacent communities.

CPS can fulfil only some of the heritage experience and recreation needs of Canadians. Other needs can be met in places which do not have national heritage significance. Provincial, territorial, municipal and private agencies will be encouraged to develop complementary programs and facilities.

2.3
Tourism

Some of Canada's most significant tourism attractions are, or will be, part of the system of heritage areas administered directly by, or with the assistance of, CPS. Maintaining the integrity of these special places is vital to their tourism value as well as to the CPS mandate.

Where opportunities for mutual benefit exist, the Canadian Parks Service will link its strategies with the tourism strategies of other government and non-government organizations at the national, provincial, territorial and regional levels. This will be done in ways which build appreciation for heritage conservation, which encourage regional integration and compatible partnerships, which encourage Canadians to benefit from their heritage and which contribute positively to tourism in Canada, while ensuring that the long-term protection of Canada's heritage resources is maintained.

3.0
Research, Planning, and Management

3.1
Research

The Canadian Parks Service will conduct and encourage basic and applied research to meet its own requirements, and to contribute to the development of knowledge related to its mandate.

Research activities will be managed in ways that ensure the protection and presentation of heritage, as well as public safety and enjoyment.

Research and scientific investigation in heritage areas will be undertaken or permitted for a variety of compatible reasons, which include: to identify, plan for and manage heritage resources; to support protection and presentation efforts; to monitor environmental conditions; to understand public perceptions, expectations, needs and market segments; to understand the environmental, social and economic impacts and benefits of heritage areas; to learn about the past; to enhance understanding of the non-extractive use of resources in a sustainable manner; and to contribute to scientific knowledge.

In addressing its research needs, and to complement its own capabilities, CPS will draw upon the knowledge of researchers in the various Services of Environment Canada; in other federal, provincial and

territorial agencies; universities; interest groups; the private sector; as well as the knowledge of citizens.

Where financial resources permit, CPS will consider and encourage the provision of compatible research support programs.

The results of research will be available to CPS employees, other government agencies, interest groups, the public, and to other researchers.

3.2
Management Planning

The National Parks Act now makes mandatory that, within five years of the proclamation of a national park, the Minister of the Environment shall table in Parliament a management plan for that park. The new legislation also states that the Minister shall review the management plans every five years, and re-table the plans with any amendments. It is Canadian Parks Service policy that management plans for all national historic sites and historic canals will be prepared and tabled when completed.

Given the complexity and diversity of the national parks, national historic sites and historic canals administered by CPS, general policies will not cover every individual situation that may arise in the management of these heritage places. To deal with this situation, and to allow for the general application of policy in a manner most appropriate for individual parks, sites and canals, management plans will provide the necessary direction by which the resources and activities in a particular park, site or other heritage area will be managed. Each plan will be a local expression, and will provide for the specific application, of Canadian Parks Service policies as well as the other policies of Environment Canada. Management plans will be approved by the Minister.

In addition to national policy expressed through management plans, there is a range of national, regional and local directives which constitutes guidance to managers in dealing with day to day operational and administrative matters. Legislation, and regulations flowing from it, provide the ultimate authority for all management actions.

Management plans will identify critical park, canal, and site values for protection, and areas for potential appropriate facility development. Services and facilities will be provided in appropriate zones as approved in management plans, or encouraged in adjacent communities.

3.3
Public Participation

In the development of policies, plans and other initiatives, the Canadian Parks Service will provide opportunities for public participation at national, regional and local levels, as appropriate, in accordance with federal legislation and policy.

To help ensure sound decision making, CPS is committed to the principle of public participation. Ultimate responsibility for policies and plans, and their implementation, rests with the Minister of the Environment.

Interested Canadians will be provided with the opportunity to state their views on such major issues as national policies, the establishment of new national parks, the acquisition of new national historic sites, and the preparation and review of management plans. There may be specific requirements for public participation arising out of native land claims agreements. In addition, opportunities for public participation will be provided to those at the local and regional level who have special concerns because they are more directly affected by developments and operations.

For public participation to be effective, certain principles are fundamental and will be adhered to. These are:

- that public discussion is integral to decision making;
- the provision of clear, timely, relevant, objective and accurate information;
- an indication of the areas requiring decisions and relevant policies, legislation and agreements;
- adequate notice and time for public review;
- the careful consideration of public input; and,
- feedback on the nature of comments received and on the CPS response to participants;
- respect for all interested publics.

3.4
Human/Environment Relationships

The Canadian Parks Service will protect and present heritage resources in the areas which it administers, in ways which take into consideration the relationships between people and the environment.

Though a distinction is often made between places which are of cultural heritage significance and places of natural heritage significance, people and their environment cannot be separated. CPS efforts

to protect and present natural areas will recognize the ways in which humans have lived within a particular environment. Likewise, efforts to commemorate, protect and present historic places will recognize that the bio-physical environment has been a significant factor in Canada's development and history.

Understanding this interaction is fundamental to an appreciation of Canada's rich heritage, and also to enlightened environmental and heritage management.

3.5
Environmental Assessment and Review

The Canadian Parks Service will meticulously implement the Federal Environmental Assessment and Review Process (EARP).*

As required by this process, all proposed actions on public lands under the administration of CPS will be subject to assessment and review. All programs, procedures, plans, developments and activities will be assessed to identify individual and cumulative impacts. Assessments will consider the full range of possible impacts on heritage resources, and identify associated socio-economic impacts.

All projects proposed by external proponents will be subject to the process, and such proponents will undertake and fund all environmental assessments to the satisfaction of CPS, and assume all costs associated with the mitigation of impacts.

Assessment reports will be utilized in the decision-making process. These reports will be available to the public and there will be public notice of decisions.

3.6
Public Safety

Some natural and cultural features and public activities contain inherent dangers. Therefore, the Canadian Parks Service will foster programs for the safety of visitors. A high priority will be placed on accident prevention, educational programs designed to protect visitors as well as to ensure the integrity of heritage resources. Visitors will be encouraged to learn about any risks associated with such resources and to exercise appropriate responsibility for their own safety in recreational or other activities they undertake.

Search and rescue services will vary, depending on the nature and extent of CPS involvement in, or encouragement of, certain recreational activities, and the degree of self-reliance expected of visitors.

Broad objectives and levels of service related to public safety will be included in management plans.

3.7
Financing the CPS System

Since 1885, the federal government has recognized the protection and presentation of nationally significant heritage places as a worthwhile investment for present and future generations of Canadians, and the Parliament of Canada has therefore financed the Canadian Parks Service from general revenues.

CPS generates private sector contributions and operational revenues which are credited to the federal government. Provisions exist for CPS to retain a part of the revenues it generates. These funds will serve to complement normal federal funding of the CPS System.

Fees will be set, where feasible, for the use of facilities and services provided by CPS, in order to recover costs in whole or in part from those who benefit directly from that use. In the case of services provided by third parties, lease and concession rents charged will be fair and equitable to the Crown and the private sector.

Costs incurred in providing municipal services to park residents and businesses will be recovered according to comparable municipal practices.

3.8
State of the Parks Reporting

The Canadian Parks Service will prepare a biennial State of the Parks Report for tabling in Parliament. This Report will deal with the state of all heritage areas under the administration of CPS, and with progress towards establishing new areas. It will help ensure that threats to heritage areas are identified.

In addition, the Canadian Parks Service will contribute to reporting by Environment Canada on the state

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* EARP requires a "screening report" to be prepared by the proponent of a policy or project. In the case of this "CPS Policy", the proponent is CPS. The screening is subject to public review and should that review differ significantly from the views of the proponent, further review will be carried out.

of Canada's environment, with special reference to the state of protected areas in Canada.

4.0
Roles and Relationships

4.1
International Role

On behalf of the Government of Canada, the Canadian Parks Service will assume the lead role it has been given in fulfilling Canada's international responsibilities for the protection and presentation of places representative of the world's natural and cultural heritage. CPS will also play a role in helping to ensure the sustainability of the world's ecosystems.

In 1976 Canada acceded to the World Heritage Convention, a UNESCO convention providing for the protection of the world's cultural and natural heritage. The Convention has become a powerful tool to encourage the protection of internationally significant heritage sites. In Canada these sites are located on provincial as well as federal lands. CPS is the primary agency responsible for fulfilling Canada's obligations under this convention. CPS represents the Government of Canada on UNESCO's World Heritage Committee and submits Canadian World Heritage Site nominations to UNESCO. Some of Canada's most significant natural and cultural resources have been, or will be, nominated as World Heritage Sites; for example, Wood Buffalo National Park and L'Anse aux Meadows National Historic Site have been so designated.

CPS will continue to work as a partner in the UNESCO "Man and the Biosphere" Program. Under this program, protected areas known as Biosphere Reserves are created as part of a worldwide network of representative ecosystems. In addition to conserving the natural diversity of the landscapes, the Biosphere Reserves help to advance the principles of sustainable development. Two of Canada's national parks (Waterton Lakes and Riding Mountain) have been included as protected core areas within Biosphere Reserves, and others will likely be included in the future.

Canada is a signatory to the 1982 World Charter for Nature, which proclaims principles of conservation by which all human conduct affecting nature is to be guided. CPS will respect this Charter in all its activities.

CPS will continue to participate in or support the objectives of a number of other international organizations or programs concerned with the protection and presentation of natural and cultural heritage. These include: the World Conservation Union (IUCN), the International Council for Monuments and Sites (ICOMOS), the Convention on International Trade in Endangered Species (CITES), the Ramsar Convention on Wetlands of International Significance, the Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, and the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM). It will also encourage and participate in cooperative actions in relation to world, national and regional conservation strategies.

Opportunities exist for Canadians to learn from, and in turn offer valuable assistance to, other nations. In accordance with bilateral agreements, CPS will exchange information and personnel with, and provide technical assistance to, other countries.

CPS will pursue cooperative activities at select, nationally significant heritage areas located along Canada's borders. Some such areas are: Waterton Lakes National Park, the Chilkoot Trail National Historic Site and Kluane National Park Reserve.

CPS will continue to support other international activities, such as: the Canada/U.S.A. efforts to save the whooping cranes; assistance with international training programs; the annual meetings of the Canada/U.S. Joint Committee on Parks; the arrangement of programs for visiting heritage officials from other countries; and the World Conservation Strategy.

4.2
Federal-Provincial-Territorial Relations

The Canadian Government will fulfil its heritage commemoration, protection and presentation mandate in ways that recognize provincial and territorial responsibilities, and complement such efforts in related fields. The Canadian Government is responsible for the protection and the presentation of places representative of Canada's natural and human heritage under federal jurisdiction. Provinces have responsibilities in many related areas, notably in natural resources management, heritage conservation, education, culture, and outdoor recreation.

Since the administration and control of most Crown lands in southern Canada is vested in the provinces,

federal-provincial agreements will be sought prior to the establishment of new national parks. Recognizing the expanding responsibilities of territorial governments, Canada will create national parks in the territories in concert with ministerial agreements.

The Canadian Parks Service will continue to seek other provincial and territorial agreements and support in fulfilling its mandate in the interest of all Canadians. The Canadian Heritage Rivers System is an example of where this support is vital to the protection of significant heritage resources, and where federal effort alone could not succeed. CPS will also, where appropriate, renew existing Agreements for Recreation and Conservation.

The heritage areas and programs administered by CPS represent but a part of the nation-wide family of parks, sites, protected areas, and heritage programs in Canada.

Cooperation and coordination among the heritage agencies is not only desirable but essential, and will be pursued by CPS. In the context of a broader conservation strategy for all of Canada, duplication of efforts must be minimized to ensure that conservation and heritage objectives can be achieved. Environment Canada's State of the Environment Report to Parliament every five years is one means whereby the status of federal, provincial and territorial protected areas in Canada can be monitored and reviewed in a comprehensive fashion.

4.3
Regional Integration

Because heritage areas cannot be managed in isolation from the regions in which they are situated, the Canadian Parks Service will seek to integrate its park, site and canal programs with surrounding landscapes, ecosystems, districts, and communities to encourage the achievement of mutually supportive environmental, conservation, social, and cultural objectives.

In many cases compatible external land uses around heritage areas are disappearing, leaving heritage areas vulnerable to external pressures. Therefore, CPS will pursue cooperative relationships with those individuals and agencies involved in managing surrounding regions. For example, where private lands are involved, local land trusts may be encouraged to help protect the quality of adjacent landscapes and environments.

By acting in a manner sensitive to local concerns and in collaboration with other government departments, CPS will strive to fulfil its mandate in ways which will be beneficial to surrounding regions. Local communities and citizens will not be asked to bear a disproportionate share of the costs of protecting and presenting the national heritage of all Canadians. Therefore, Canada will cooperate with provincial and territorial governments and, through them with municipalities responsible for planning surrounding communities, and with aboriginal peoples corporations established through land claims legislation, to resolve potential impacts in a fashion compatible with heritage values and local interests.

In some cases, by means of federal-provincial cost-sharing agreements involving other federal departments financial assistance may be provided for the development of municipal infrastructure necessary to encourage supporting developments outside parks, sites and canals.

4.4
Federal Context

The Canadian Parks Service will be governed by the Canadian Constitution and the Charter of Rights and Freedoms; aboriginal claims settlements; the Statutes of Canada; Cabinet, Governor in Council and Treasury Board authorities.

CPS, on behalf of the Minister of the Environment, will fulfil the lead role it has been given in federal government activities related to recognizing places representative of Canada's natural heritage and places of national historic importance, and to protecting and presenting them to the public.

CPS will work closely with those federal departments and agencies having objectives relating to its mandate. All of the departments and agencies involved in related activities share with CPS a common concern for the achievement of Canada's heritage objectives.

Common interests and responsibilities will be considered by interdepartmental committees, and by consultation on specific issues. CPS will provide advice and assistance on matters calling for its special expertise, and will encourage others to consider heritage protection in the implementation of their ongoing programs. In some cases, CPS will rely upon the expertise of other federal departments in carrying out its own activities.

An example of an interdepartmental initiative is CPS coordination of the Federal Heritage Buildings Review Office, through which significant federal heritage buildings are identified and protected. Other levels of government and the private sector are also encouraged to conserve their heritage buildings.

4.5
Aboriginal Interests

Where aboriginal interests have not been previously dealt with by treaty or other means, it is the Government's policy to negotiate comprehensive claims based on traditional and continuing use and occupancy of land. Claims settlements may grant particular aboriginal rights and benefits in relation to wildlife management and the use of water and land, and may provide for their exercise through membership on advisory bodies or through participation in government bodies. Such arrangements would recognize that the government has an overriding obligation to protect the interests of all users, including the general public and third parties, to ensure resource conservation, to respect international agreements, and to manage renewable resources within its jurisdiction.

When establishing new national parks and national marine parks, and acquiring national historic sites, the Canadian Parks Service will work within Canada's legal and policy framework regarding aboriginal peoples' rights, as recognized and affirmed by the Constitution Act, 1982. Accordingly, CPS may negotiate and define preferred interests of native people at the time of new park establishment and site acquisition, or as part of an aboriginal land claim settlement. These interests may include the continuation of certain traditional activities such as hunting, fishing, trapping, gathering, other compatible economic opportunities, and spiritual pursuits. Other considerations may include the participation of aboriginal peoples on boards which advise the Minister.

4.6
Environment Canada Context

As an agency of Environment Canada, the Canadian Parks Service is an integral part of Environment Canada's broad environmental mandate. CPS activities will contribute to a sustainable society by integrating concerns for such issues as acid rain, global change, land use, endangered species and habitat protection into its programs. CPS facilities and areas will provide tangible examples of environmentally sound management, and thus help to demonstrate to Canadians and other visitors that environmental protection is in everyone's best interest.

The parks, sites, and canals administered by CPS will provide Environment Canada with good points of public contact. Many opportunities exist for other Services of Environment Canada to work with the Canadian Parks Service in helping to achieve mutual objectives.

CPS will promote a conservation ethic in all its activities, not only to help ensure the survival of natural and cultural heritage areas, but also the sustainability of global ecosystems.

4.7
Cooperative Arrangements

The Canadian Parks Service will work cooperatively with public, private, and non-profit groups or individuals where mutual interest in heritage protection and presentation exists.

More specifically, CPS will promote the involvement of others in fostering public understanding, enjoyment and protection of parks, sites and canals, and will assist these efforts in an appropriate manner.

CPS will provide and encourage special programs for volunteers, non-profit cooperating associations, adjacent land owners, universities, research and other educational institutions having interests similar to those of CPS.

Agreements with volunteers and cooperating associations will be based on shared objectives and on needs identified in established planning processes. Activities undertaken by volunteers and cooperating associations will respect the principles of this Policy and will meet applicable program standards. Accordingly, CPS will make its policies and standards known to its cooperative partners. It is CPS's intent to encourage growth of cooperating associations to represent most field locations.

The Canadian Inventory of Historic Buildings (CIHB) offers a good opportunity for various groups to contribute to a national data collection effort pertaining to Canada's built heritage. Also, agreements with conservation groups enable many Canadians to become involved in helping to protect, develop and maintain heritage resources. An example is the agreement with the Nature Conservancy of Canada to facilitate acquisition of national park lands.

CPS will encourage donations of money, lands or goods to further the advancement of heritage conservation in Canada.

4.8
Private Sector Involvement

The private sector plays an important supporting role in achieving certain Canadian Parks Service objectives reflected in management and service plans. CPS uses commercial and residential leases, licenses of occupation, concession and other agreements to provide the private sector with opportunities to undertake activities to achieve the service objectives and to provide CPS with vehicles to control the activities. The agreements specify the conditions of tenure or occupancy and land use, but do not provide fee simple ownership.

4.9
Contribution to Conservation Strategies and Sustainable Development

The Canadian Parks Service will contribute to conservation and sustainable use strategies regionally, nationally and internationally. It will do so through policies and practices which are designed to sustain natural and cultural heritage in an integrated manner. Conservation and sustainable use strategies can also provide an opportunity to link the fundamental roles and functions of natural and cultural heritage areas with their surroundings.

More specifically, the CPS contribution will be made by maintaining ecological integrity in national parks; by preserving national historic sites in recognition of their commemorative value and non-renewable character; by contributing to a broadly-based conservation ethic through all its activities; and, by managing its heritage areas so that they are sustained for the benefit of present and future generations.

PART II

ACTIVITY POLICIES
(PROPOSED)

NATIONAL PARKS POLICY
NATIONAL MARINE PARKS POLICY
CANADIAN HERITAGE RIVERS SYSTEM POLICY
NATIONAL HISTORIC SITES POLICY
HISTORIC CANALS POLICY
FEDERAL HERITAGE BUILDINGS POLICY
HERITAGE RAILWAY STATIONS POLICY

NATIONAL PARKS POLICY

(PROPOSED)

The setting aside of 26 square kilometers surrounding the Cave and Basin hot springs over a century ago in what became Banff National Park laid the cornerstone of all the heritage areas which are today managed by the Canadian Parks Service. The following Policy relates specifically to the national parks and is based on recent concepts and legislation along with those which have stood throughout the history of the system.

NATIONAL PARKS POLICY

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NATIONAL PARKS POLICY

BACKGROUND

Canadians live in a land rich in natural beauty and diversity. The shores of three oceans, the Great Lakes, mountains, prairies, thousands of lakes and rivers, forest and tundra - and their flora and fauna are some of the natural treasures we have inherited.

For centuries this landscape was affected mainly by natural forces. But more recently, with the advent of an agricultural and then an industrial society, human activities have been altering the natural environment at an accelerating pace.

National parks protect major natural environments representative of the heritage of all Canadians. Preserving their ecological integrity, and the opportunities they provide for public enjoyment and education, requires both the careful protection of the natural features and processes for which each park is established, and the fostering of public awareness of the importance and state of the national park system.

Not all national parks are the same. When the system was born at Banff over a century ago, there was still a vast wilderness in Canada. It was deemed appropriate to the times that permanent and seasonal communities were established or expanded within several national parks to serve the needs and wants of the park visitors. Similarly, some parks were created around national transportation corridors more for their scenery than for other natural heritage considerations. Such development is part of the national park history and fabric. These communities and their recreational facilities, such as golf courses and commercial downhill skiing areas, provide enjoyment and livelihood for a large number of park visitors and residents. By using tools such as zoning, and by working closely with the tourism interests involved, the Canadian Parks Service ensures that these communities and developments are managed in ways that avoid impairment to the ecological features of the parks. Nonetheless, it is deemed inappropriate to these times that communities and non-park related facilities should be established in parks, existing and future.

Throughout the last century the growth and development needs of the nation have decreased the availability of areas for national park establishment, particularly in southern Canada. Consequently, opportunities for Canadians to be enthralled, awed, entertained and educated by their unspoiled natural heritage have become more limited. Nonetheless, the Canadian Parks Service remains committed to completing the system of national parks.

Park lands currently set aside, or likely to be available in future, cannot sustain all the types of activities and development which a broad range of visitors might desire. Generally, access and services which relate directly to fulfilling the purpose and objectives of a national park will be provided within the parks, while wider needs will be met in the surrounding region. Whether meeting the more basic, in-park needs or the more substantial regional needs,the cooperation of the tourism sector is required to help establish an appropriate balance, range and location of services and facilities.

The establishment alone of national parks will not ensure their continued protection. In varying degree, park resources will always be subject to external influences and the effects of previous land use practices. Natural processes are dynamic and will change a park's character over time. Such changes will be fitting and representative if natural processes are permitted to prevail. However, representativeness will be lost if human activity and development generated from outside or inside a park become the dominant processes of modification.

In addition to their natural features, many national parks contain sites which have cultural and historic significance and which are important components of the national heritage. These sites will be protected and managed according to the Cultural Resource Management Policy found in Part III of this document.

In some national parks, traditional activities by aboriginal peoples will continue as a result of rights defined by land claims and treaties, or by specific agreements negotiated with the aboriginal peoples during the process of park establishment. Traditional domestic renewable resource harvesting for subsistence purposes by other local populations may also continue for finite periods on an exception basis, where no immediate alternative can be found.

Within parks the essential requirement of maintaining ecological integrity is the pre-requisite for estab-

lishing opportunities for the public to understand and enjoy Canada's heritage; and, where applicable, the continuation of specific traditional uses by local people. These factors must be addressed by management plans which are the framework for decision making within each park. By law, the process for completing park management plans must involve public and interest group participation.

OBJECTIVE

To protect for all time representative natural areas of Canadian significance in a system of national parks, and to encourage public understanding, appreciation and enjoyment of this natural heritage so as to leave it unimpaired for future generations.

1.0
The National Park System

National parks protect representative examples of the Canadian landscape. To this end, the Canadian Parks Service has identified 39 terrestrial natural regions across Canada, each of which warrants representation in the national park system. Within each of these regions, the identification of areas which include the greatest diversity of representative biological, geological and physiographical themes is being completed. Potential national parks are selected from among these "natural areas of Canadian significance".

Public support and the cooperation of other levels of government are essential in establishing new national parks or adjusting the boundaries of existing national parks. Where studies indicate that an area has national park potential, a cooperative intergovernmental establishment process is followed. This process comprises, among other things: joint feasibility studies; boundary proposals; resolution of continuing traditional uses; consideration of regional economic development; consideration of tourism and employment opportunities; interim management; measures to reduce any local negative impacts; and, compensation to property holders. Throughout the process, consultation with the public is crucial.

By itself, CPS cannot protect all the areas identified as representative natural areas of Canadian significance. But by working with the provinces and territories to establish and make public a list of identified areas, CPS hopes to encourage other public agencies and appropriate private organizations to work towards providing such protection. With the support and cooperation of the provinces, territories and the public, the federal government will meet its responsibility for protecting the natural heritage of all Canadians.

1.1
Identifying Representative Natural Areas of Canadian Significance

1.1.1
Identification of representative natural areas of Canadian significance is being completed within each terrestrial natural region of Canada according to the following criteria:

i) the area must portray the diverse geological, physiographical and biological themes of a natural region; and,
ii) any modification by human activity must be minimal, or, if significant modification has occurred, the area must have potential for returning to a natural state.

1.1.2
Representative natural areas of Canadian significance will be identified in consultation with provincial and territorial governments, with other federal agencies and with the interested public.

1.1.3
Representative natural areas of Canadian significance will be identified regardless of any existing protected status or jurisdiction.

1.2
Selecting Potential National Parks

1.2.1
Potential national parks will be selected from among natural areas of Canadian significance in those natural regions which do not already have adequate representation in the national park system.

1.2.2
In selecting potential national parks, consideration will be given to:

i) actual and potential threats to the natural or cultural environment of the area;
ii) competing land uses;
iii) the geographic balance of national parks throughout Canada;
iv) the location and objectives of other protected natural areas;
v) opportunities for public understanding and enjoyment;
vi) international criteria for national parks;

vii) the potential for establishing an adjacent national marine park; and,
viii) the implications of comprehensive land claims and treaties with aboriginal peoples.

1.2.3
Boundaries of potential national parks will be proposed so that their size and configuration:

i) include one or more definable ecological units whose long term protection is feasible;
ii) offer opportunities for public understanding and enjoyment;
iii) benefit the social and economic conditions in the surrounding region; and,
iv) exclude communities.

1.2.4
Potential national parks will be selected and their feasibility assessed in consultation with provincial and territorial governments, other federal agencies, non-government organizations, and the public. The Canadian Parks Service will inform the public of the purpose and implications of a national park proposal, including: resource protection considerations; potential visitor opportunities; and regional and local relationships.

1.2.5
Boundary adjustments intended to improve the representation of the natural themes or the ecological integrity of an existing national park will be assessed according to the policies for selecting potential national parks.

1.2.6
It is the policy of the Department of Indian and Northern Affairs that an inventory of the nonrenewable natural resource potential of areas in the Yukon and Northwest Territories be compiled prior to their formal establishment as new national parks. The fundamental qualities of the area which recommend it for national park status will be taken into account in any land use activities associated with compiling the inventory. CPS will cooperate with other federal agencies responsible for carrying out such inventories.

1.3
Establishing New National Parks

1.3.1
The Canadian Parks Service will maintain and make public an up-to-date plan for the system of national parks containing a list of the natural areas of Canadian significance located in unrepresented and insufficiently represented natural regions. This plan will be used in setting priorities for the establishment of new national parks.

1.3.2
In conjunction with the provincial or territorial governments, CPS will consult with local communities, non-government organizations and the public prior to the establishment of new national parks.

1.3.3
Commercial exploration, extraction or development of natural resources will be terminated before national parks are formally established. Certain traditional subsistence uses involving natural resources may be permitted to continue in designated parts of a national park as outlined in sections 1.3.12 and 1.3.13.

1.3.4
CPS will contribute toward the cost of special provisions agreed at the time of park establishment to reduce negative impacts on occupants or other users of lands acquired for a national park.

1.3.5
CPS will use a variety of means to foster opportunities for local residents to find employment and business opportunities related to the operation of national parks.

1.3.6
The Crown in Right of Canada will own all land and resources, including subsurface rights, within the legislated boundaries of national parks.

1.3.7
Private lands and interests will be acquired by negotiated settlement. Term interests may be allowed to expire. In exceptional cases, where lands are essential for park purposes, a settlement may require using expropriation to establish clear title to some properties.

1.3.8
Cooperative arrangements for compatible use and management of lands adjacent to national parks will be pursued with government and non-government agencies at the local, provincial, territorial and federal levels.

1.3.9
National parks will be formally established by the Parliament of Canada through amendment to Schedule I of the National Parks Act.

1.3.10
Areas which include Provincial Crown Lands will be established as national parks according to agreements between the Government of Canada and the Provincial governments setting out terms and conditions for the acquisition of all third party interests and the transfer of administration and control of Provincial Crown Lands to the Crown in Right of Canada.

1.3.11
National parks in the territories will be established pursuant to agreements with the territorial governments at the Ministerial level.

1.3.12
CPS will negotiate the nature and extent of aboriginal peoples' involvement in the planning and management of a national park which is proposed within an area where a comprehensive land claim has been accepted for negotiation by the federal government. Final boundaries of the national park will be proposed in legislation only upon the disposition of the land claim. In the interim, the area may be set aside as a "national park reserve". Traditional hunting, fishing and trapping activities by aboriginal people may continue in the national park reserve.

In a national park reserve or a new national park, established Treaty rights of aboriginal people will be honoured. Traditional resource harvesting activities, such as hunting, fishing and trapping, which are the subject of such rights, may be terminated only upon mutual agreement.

1.3.13
In addition to the defined rights of aboriginal people, when new national parks are proposed within areas where any local people have traditionally depended on the land for subsistence and no immediate alternative can be found, an agreement may be negotiated regarding the regulated continuation of specified subsistence resource harvesting activities for a finite period of time.

2.0
Management Planning

Park management plans are essential for the direction of park managers. They are also commitments to the public of Canada from the Minister of the Environment regarding the use and protection of national parks. They contain statements of management objectives in sufficient detail to indicate how a park will protect and represent the natural and cultural heritage aspects of its region. In keeping with these objectives, plans will: specify the type and degree of resource protection and management needed to assure the ecological integrity of the park and the management of its cultural resources; define the type, character and locale of visitor facilities, activities and services; and identify target groups.

The 1988 amendments to the National Parks Act state that the maintenance of ecological integrity must be the first consideration in management planning. Parliament has confirmed the Canadian Parks Service's policy of preparing management plans for all parks and of public involvement in this process. It is now mandatory that within five years of the proclamation of a national park under the Act, the Minister shall approve and table that park's management plan in Parliament. The Minister must also review, amend as necessary and re-table the management plans every five years.

Appropriate public participation at the national, regional and local levels is an essential part of the development of management plans.

Generally, management planning will begin as soon as lands are placed under CPS administration and control, although it may still be years before all issues are resolved and a park is established under the National Parks Act. Interim management guidelines are prepared to direct essential park operations until a management plan is approved. The guidelines will be conservative and will not propose major development or resource manipulation. Definition of resource management practices and existing and potential opportunities for visitation will form a key part of the interim guidelines.

2.1
Management Plans

2.1.1
The Canadian Parks Service will prepare management plans for the Minister of the Environment's approval and tabling in Parliament:

i) within five years of a park's proclamation under the National Parks Act; or,
ii) within five years of the transfer of administration and control to CPS of lands proposed for establishment as national parks.

Management plans will be reviewed every five years for re-tabling with any amendments.

2.1.2
In the preparation of a management plan, the maintenance of ecological integrity through the protection of natural resources will be the first priority when considering zoning and visitor use. The protection of cultural resources will receive a high level of consideration subject to this legislated requirement.

2.1.3
Each management plan will contain a statement of park purpose and objectives which will reflect the role of the park in the system of national parks, and in the natural region in which it is located.

2.1.4
The park management plans provide the framework for further detailed sub-plans concerning:

i) resource management (park conservation plan); and
ii) interpretation, visitor services and public safety (park service plan).

2.1.5
Where there is a community in a national park, a community plan will be prepared based on direction contained in the park management plan. Community plans will be approved by the Minister.

2.1.6
CPS will inform and involve a broad spectrum of the Canadian public in the preparation, review and amendment of park management plans.

2.1.7
The implementation and effectiveness of each management plan will be continuously monitored.

2.1.8
CPS will cooperate with other levels of government, private organizations and individuals responsible for the planning of areas adjacent to national parks to ensure that the protection of heritage resources and the provision of services and facilities are integrated in a positive manner with surrounding regions.

2.2
Zoning

Zoning is one of the most important tools for the planning, development and management of national parks. The national parks zoning system is a resource-based approach by which land and water areas are classified according to natural and cultural resource protection requirements, and their capability to accommodate visitors. It provides direction for the activities of managers and visitors alike.

By defining areas and uses in the context of resource protection, the zoning system is instrumental in maintaining the majority of the lands in the national park system in a wilderness state. While zoning can result in dispersing visitor activities such as hiking and canoeing over broad areas of wilderness, zones accommodating support services and facilities will be concentrated. Moreover, not all parks require the development of centralised infrastructure; consequently, not all the zoning categories described below apply in every park.

In some cases, environmentally or culturally sensitive sites may require special management but do not fit the zoning designations below. Park management plans will include the guidelines necessary for the protection and use of such sites.

2.2.1
The national parks zoning system will apply to all land and water areas of national parks, and to other natural areas within the Canadian Parks Service system as appropriate. It does not preclude resource harvesting activities which are permitted by virtue of national park "reserve" status, land claim settlements and/or by new park establishment agreements. However, these activities will be controlled for reasons such as resource protection and visitor interaction with resource harvesters.

2.2.2
The national park zoning system comprises the following five zones:

2.2.2.1
Zone I - Special Preservation

Specific areas or features which deserve special preservation because they contain or support unique, threatened or endangered natural or cultural features, or represent the best examples of the features of a natural region. Motorized access will not be permitted. In cases where the fragility of the area precludes any general access, every effort will be made to provide park visitors with off-site programs and exhibits demonstrating the special characteristics of the zone.

2.2.2.2
Zone II - Wilderness

Extensive areas which are good representations of a natural region and which will be maintained in a

wilderness state. They offer significant opportunities for remoteness and solitude within their boundaries.

Activities to provide the experience of wilderness will be encouraged only when they do not conflict with maintaining the wilderness itself. Consequently, limits may have to be placed on the number of users and the types of activities may have to be restricted.

The 1988 amendments to the National Parks Act provide for the designation, by Order in Council, of Wilderness Areas. The boundaries of wilderness areas will be generally consistent with the boundaries of Zone II Wilderness. Such designations provide federal regulatory protection from development other than that required for: park administration; public safety; the provision of basic user facilities including trails and rudimentary campsites; the carrying on of traditional renewable resource harvesting activities where authorized; and, in exceptional circumstances, access by air to remote parts of such areas. For other than these purposes, which are authorized through the Act, motorized access will not be permitted.

Where Zone I areas are included in or adjacent to Zone II areas, they will be included in the designated wilderness area but will be managed to conform to their special requirements for protection.

As is true at all other crucial stages of management planning, the boundaries and appropriate uses of proposed designated wilderness areas will be determined with public input during the preparation or review of a management plan.

2.2.2.3
Zone III - Natural Environment

Areas maintained as natural environments, and which provide a range of opportunities for visitors to experience a park's natural heritage values through low-density outdoor activities and appropriate services and facilities. While motorized public transport may be permitted where required for access, non-motorized transport will be preferred. Controlled access by private vehicles may be permitted where it has traditionally been allowed. Park management plans may define provisions for terminating this practice or limiting usage.

2.2.2.4
Zone IV - Outdoor Recreation

Areas capable of accommodating a broad range of opportunities for education, outdoor recreation and related facilities for visitor enjoyment, in ways that respect the natural landscape and the park environment. Motorized access will be permitted.

2.2.2.5
Zone V - Park Services

Communities in existing national parks which contain a concentration of visitor services and support facilities. Park operation and administrative functions may also be accommodated in this zone. Specific activities and facilities in this zone may be defined and directed by the community planning process.

2.2.2.6
Any change to a park's zoning constitutes an amendment to the park management plan and may only be made following public notice and public participation in the decision. If a zoning change to a designated wilderness area is proposed, an amendment to the National Parks Regulations must also be approved by the Governor in Council.

3.0
Protecting and Managing Natural Resources

Management for park purposes differs markedly from that of other lands, where effort may be directed toward modifying or controlling nature, producing crops or extracting natural resources. Within national parks, effort is directed at protecting natural heritage by maintaining the environment in as natural a state as possible. This goal has far-reaching implications in that many concepts and practices which are relevant or essential to successful resource management on other lands are inappropriate in national parks.

While preference is given to allowing natural processes to function unimpaired, intervention may be required where natural resources have been altered by human-induced changes. Since active management will have far-reaching and long-lasting effects, caution must be exercised before any manipulation of park resources is undertaken. Management programs must be predicated on the careful analysis of resource information and on clear, measurable resource management objectives consistent with the park management plan.

Cooperation with other land management agencies is essential if the Canadian Parks Service is to fulfil its protection mandate. Few, if any, land uses within or adjacent to national parks can occur without affecting their natural resources. The management of national park resources must therefore consider the management practices operative in the surrounding region. Moreover, the activities of modern society and phenomena such as climate change hold the prospect of profoundly altering Canada's natural environment. National parks will become increasingly important in national and international efforts to maintain biodiversity and genetic resources. Consequently, CPS negotiates specific agreements with provincial and territorial planning and conservation agencies and also supports involvement in the UNESCO Man and the Biosphere Program as a means of integrating regional planning around parks.

Federal legislation protects national parks from development and extractive resource uses such as sport hunting, commercial fishing, mining, forestry, and commercial grazing. This level of protection has not always been provided in areas which have become national parks. Efforts will continue to be made to phase out such activities. For example, in several parks, commercial timber operations authorized under previous legislation have been eliminated, except for one operation in Wood Buffalo National Park which will cease on expiry of the current lease.

3.1
Resource Protection

3.1.1
Ecosystems within national parks will be given the highest degree of protection to ensure the perpetuation of natural environments essentially unaltered by human activity.

3.1.2
The ecological integrity of the resources in national parks will be protected through the elimination of threats and, where possible, existing uses which compromise this integrity.

3.1.3
The Canadian Parks Service will prevent pollution from developing within national parks and will seek to eliminate or minimize existing sources within and external to parks. Pollution concerns which are localized will be addressed at the park level, while those which are wide ranging will be addressed in cooperation with other appropriate government agencies.

3.1.4
Sport hunting will not be permitted in a national park.

3.1.5
CPS, in cooperation with other law enforcement agencies, will ensure compliance with the National Parks Act and Regulations and other relevant legislation to protect natural resources, maintain the public peace and protect life and property. Strict enforcement action will be taken to detect and stop illegal activities such as poaching.

3.1.6
The public will be consulted in the development of park regulations and visitors will be made aware of the rationale for such regulations.

3.2
Resource Management

3.2.1
Ecosystems within national parks will be managed with minimal interference in natural processes. However, active management may be allowed where natural processes have been altered and manipulation is required to restore ecological integrity, or where a park's significant natural or cultural resources must be protected and the objectives set for such protection cannot be attained without manipulation of natural processes.

3.2.2
Where active resource management is necessary and practical, it will be based on scientific research, use techniques which duplicate natural processes as closely as possible, and be carefully monitored.

3.2.3
An integrated natural resource data base will be developed and kept up to date for each national park to provide, along with research and environmental monitoring, the resource information required for park management decisions and state of the parks reporting to Parliament.

3.2.4
Manipulation of naturally occurring processes such as fire, indigenous insect infestations and avalanches may take place for reasons other than the achievement of park resource management objectives when no reasonable alternative exists and it is clear that, without intervention, there will be serious adverse effects on neighbouring lands or risk to major park facilities, public health or safety.

3.2.5
The Canadian Parks Service will establish cooperative resource planning and management programs and agreements to seek mutually satisfactory solutions to trans-boundary concerns associated with the management of shared ecosystems or the effects of adjacent land use practices on their resources.

3.2.6
Scientific research other than that which is essential for park management but which contributes to the protection and public understanding of ecosystems will be encouraged, including the use of parks as benchmarks for ecological research. This will improve the understanding and management of ecosystems both inside and outside national parks.

3.2.7
A species of plant or animal, which was native to but is no longer present in a park, may be reintroduced after scientific research has shown that suitable habitat exists in the park and that reintroduction will have no negative effects on the park and neighbouring lands.

3.2.8
Where non-native species of plants and animals, or organisms modified by biotechnology, could flourish in the absence of natural controls or outcompete and replace native species in natural areas, all practical efforts will be made to prevent the introduction of such species and organisms into the national parks, and to eliminate or contain them where they already exist.

3.2.9
High priority will be given to the identification and full protection of unique and significant representative aquatic ecosystems, and to the provision of opportunities for benchmark research on, and interpretation of, aquatic systems.

Where fish populations can sustain some harvest without impairing resources, angling may be permitted. Regulations will be conservatively based on ongoing stock assessments and will conform to the principle that angling is part of an overall aquatic resource program involving public education, recreation and resource protection.

Fish stocking will be discontinued except where necessary to restore indigenous fish populations which have been adversely affected by habitat modification.

3.2.10
Where extractive activities are permitted in a national park pursuant to sections 1.3.12 and 1.3.13, CPS will place a high priority on the management, monitoring and regulation of harvesting activities. Resource manipulation such as predator control or habitat modification to artificially enhance the availability of resources for harvesting will not be permitted.

4.0
Public Understanding and Enjoyment of National Parks

National Parks are "dedicated to the people of Canada for their benefit, education and enjoyment". Since these words were enshrined in the National Parks Act in 1930, many millions of Canadians have visited their national parks. Millions more in Canada and around the world have enjoyed books, films, articles and photographs depicting the intricate wonders of these special places. From these direct and indirect experiences has grown an increased level of understanding of the reasons for which the parks are established and protected. This has, in turn, led to an appreciation of how parks can inform, inspire, entertain and refresh people of widely varied interests and capabilities. To keep faith with their owners, the people of Canada, the Canadian Parks Service must ensure that such opportunities remain forever available. Care and imagination must therefore be used in determining benefit, education and enjoyment needs, since such needs must be measured against the obligations imposed by the Act to maintain the parks "unimpaired for the enjoyment of future generations".

In meeting the obligations of the Act, CPS does not stand alone. Public understanding and support of the reasons for which national parks are set aside are crucial to the continued protection and enjoyment of existing parks, and to the completion of the national parks system. Moreover, efforts to increase awareness of national park objectives, issues and needs can be supplemented by cooperative action with other agencies, groups and individuals across a broad spectrum of interests ranging from tourism to science.

4.1
Visitor Activities

4.1.1
Each national park will offer a variety of outdoor recreation opportunities for visitors of diverse interests, ages, physical capabilities and skills so that they can understand and experience the park's natural environment consistent with protecting the park's ecological integrity.

4.1.2
The Canadian Parks Service will encourage the private sector and non-governmental organizations to provide skill and knowledge development programs to increase visitor understanding and enjoyment of the national parks.

4.1.3
To provide a range of recreational opportunities and activities, and to ensure the continuing availability of high quality park experiences for park visitors, CPS will periodically review its national directives so that new forms of outdoor recreation activities are adequately considered. Consequently, as new or modified forms of recreation emerge, each will be assessed for its appropriateness nationally before consideration in the park management planning process. The park management plan will identify both new and traditional types and ranges of outdoor recreation activities appropriate to each park.

4.1.4
The appropriateness of developments and facilities in national parks will be assessed in the management planning process. The environmental acceptability of all such projects must then be established through the Federal Environmental Assessment and Review Process to permit implementation.

4.1.5
Due to the amount of land they require and the need for intense manipulation of natural regimes, no new golf courses will be constructed in national parks and, subject to 4.1.4, any expansion to an existing one will be limited to completing a maximum 18-hole course.

4.1.6
Due to the pressures placed on alpine and subalpine environments, the 1988 Act amendments prohibited development of new commercial skiing areas inside the national parks. Subject to the Federal Environmental Assessment and Review Process, the five existing commercial alpine skiing areas will be managed within their legislated boundaries according to long range development plans approved by the Minister of the Environment.

4.1.7
CPS will, using tools such as market analysis, match visitor interests with the specific recreational and educational opportunities determined for each national park through the management plan. Where increased visitation can be sustained without ecological impairment, marketing techniques will also be used to encourage target groups to avail themselves of the opportunities. Conversely, marketing techniques will also be applied to reduce visitation in overused areas and to reduce conflict among user groups.

4.1.8
By means of sampling techniques or other methods designed to avoid disturbing their enjoyment of the parks, visitors will be asked to provide assessments of their experiences. The information gained will be used to add to or improve existing opportunities, and in the review of park management plans.

4.2
Information and Interpretation

4.2.1
Information will be made available to all Canadians, as well as to park visitors, to encourage and assist them in understanding, enjoying and protecting their national parks.

4.2.2
The Canadian Parks Service will welcome visitors and make them aware of the opportunities for understanding and enjoying each national park through its programs, services and facilities; and will provide information on relevant regulations and necessary skills and equipment. Particular efforts will be made to provide visitor orientation at key locations to ensure that visitors can easily locate park features, services and facilities.

4.2.3
Provisions for public understanding and enjoyment of the cultural resources located in national parks, and associated activities, services and facilities, will be made in accordance with the policy on Cultural Resource Management.

4.2.4
CPS will provide the public with interesting and enjoyable opportunities to observe and interpret each park's natural, cultural, historical and environ-

mental features and processes, as well as the park's resource management issues and practices, both within and outside national parks.

4.2.5
Information on a park and its themes will be accessible to all visitors. Where the location of a service or facility illustrating the themes prevents access by persons with disabilities, special programs or services will be offered.

4.2.6
Institutions and groups will be encouraged to use the parks for educational activities or research in ways which do not impair park resources or limit enjoyment of the parks by other users.

4.2.7
CPS welcomes and will seek the assistance of informed individuals, professionals, and interest groups in the preparation and presentation of interpretation programs and special events.

4.3
Visitor Services and Facilities

4.3.1
The Canadian Parks Service will encourage and work with the tourism sector towards fulfilling public needs for a broad range of services and facilities within the regions surrounding national parks. To avoid impacts on park resources and to contribute to regional economic development, CPS will locate its own administrative facilities outside the parks wherever possible.

4.3.2
Within national parks, services and facilities will be directly related to the provision of understanding and enjoyment of its natural and cultural heritage. Normally, such services and facilities will be grouped together for public convenience, energy conservation and protection of park resources.

4.3.3
The involvement of private and voluntary organizations will be encouraged in the planning, development and operation of services and facilities for visitors in national parks.

4.3.4
The setting of rates controlled by CPS for use of services and facilities provided either by CPS or by private enterprise should take into account such market factors as supply and demand, and the price, quality and location of related services outside national parks.

4.3.5
CPS will continue to develop and adopt architectural and environmental design guidelines and standards for each park, so that the scale, site, form, character and appropriateness of structures remain in harmony with the park's heritage character and natural surroundings.

4.3.6
Access and Circulation

4.3.6.1
Access and circulation within national parks will be designed to supply opportunities for understanding and enjoyment for visitors of all ages, skills and physical abilities, in conformity with the management plans.

4.3.6.2
Non-motorized means of transportation will be used in national parks wherever feasible. Public transportation will be provided where special circumstances warrant it.

4.3.6.3
Access by private or commercial aircraft within national parks will not be allowed except to remote areas where reasonable travel alternatives are not available; where it has been authorized through the management planning process; and under strict controls designating landing sites, times, and any special conditions related to resource protection and the enjoyment of the park by other visitors.

4.3.6.4
Roads may be constructed if their primary purpose is to serve the needs of park visitors, they have been approved under the park management plan and they meet the full requirements of the Federal Environmental Assessment and Review process. New roads which constitute through routes designed to serve other than park purposes will not be considered.

4.3.7
Visitor Accommodation

4.3.7.1
Park visitors want and need a range of accommodation either in or near national parks. These requirements will be assessed in management plans and service plans to determine an appropriate interior and exterior balance. The Canadian Parks Service will work with the tourism sector and others towards

providing this range of services. In some parks, the private sector may be invited to provide substantial accommodation facilities due to climate considerations or the lack of existing or potential adjacent facilities. In its own efforts, CPS will concentrate on providing traditional forms of accommodation, such as campgrounds, hostels and shelters. Any type of facility should enhance understanding and enjoyment of natural heritage settings.

4.3.7.2
Commercial accommodation within national parks will be available for use by the general public.

4.3.7.3
No additional lands will be made available for private cottages and camps or seasonal camping areas. Areas for the exclusive use of park lands by individuals or organizations will not be extended and may be phased out in the long term.

4.3.8
Land Tenure

4.3.8.1
Limited tenure may be granted on national park lands in the form of leases, concessions or licenses of occupation for the provision of essential services and facilities for park visitors and for authorized residential purposes.

4.3.8.2
Holders of land tenure agreements for the use of national park lands will pay fair rents or fees. Nominal rents or fees are available to lessees with need to reside clauses in their leases, to nonprofit and charitable organizations, and for institutional leases and licenses of occupation.

4.3.8.3
Upon the expiry of a tenure, concession or license agreement, unless specific alternative action is required by the agreement, the Canadian Parks Service may negotiate a new agreement with the holder when the purpose is supported by the park management plan and, when the lessee has complied with the terms of the expiring agreement.

4.3.8.4
CPS will acquire leasehold interests in national parks where a park management plan identifies that the leasehold lands or facilities are required for public purposes.

4.3.8.5
Condominium ownership of private accommodation for those who need to reside in park communities by nature of their work will be allowed.

4.3.9
National Park Communities

Because of their size, permanent population, year round services and extensive municipal infrastructure, the communities of Banff and Jasper are classified as Towns. They are unique park communities considered to have tax bases adequate to support a form of local self-government. Accordingly, by agreement with the residents and under the enabling provisions of the National Parks Act amendments, the Canadian Parks Service began negotiating the transfer of municipal type taxing, utility and planning authorities to the Town of Banff in 1988. Accordingly, on January 1, 1990, the Town became an officially incorporated Alberta municipality under conditions set by a federal provincial agreement.

Official designation as Visitor Centres is given to communities which provide a focus for and concentration of visitor activity services and facilities. Waterton Park, Wasagaming and Waskesiu are classified as Visitor Centres, in addition to being the administrative headquarters of Waterton Lakes, Riding Mountain and Prince Albert National Parks, respectively. Visitor use of these centres is primarily seasonal and they offer a limited range of facilities. Land was provided for seasonal cottage residence in each of these communities in past years when such use was considered appropriate.

Lake Louise is also a Visitor Centre but, along with Field in Yoho, does not contain areas for cottage residence. At Lake Louise all residential land is either used for government housing or tied to commercial leases and developed as staff accommodation. Field, meanwhile, is a largely residential community accommodating the administrative centre for the park as well as an operational centre for the Canadian Pacific Railway.

Resort Subdivisions are seasonal cottage subdivisions which were established early in the history of Jasper, Wood Buffalo, Prince Albert and Riding Mountain National Parks.

4.3.9.1
The boundaries of the Towns of Banff and Jasper will be established by Town Plans prepared in conjunction with the park management plans, and will be set out in the National Parks Act.

4.3.9.2
No new communities will be developed within national parks.

4.3.9.3
CPS will encourage the establishment of community groups to advise park superintendents on matters affecting local interests.

4.3.9.4
The Crown in Right of Canada will continue to own the land in all national park communities. The Minister of the Environment will give final approval to community plans and land use regulations or bylaws based upon community plans, and will be the final authority on planning matters.

4.3.9.5
Where CPS retains exclusive community government authorities, charges and taxes to be levied for municipal and health services will be based on cost accounting data and the municipal taxing practices of the province in which a park is located.

4.3.10
Residency

4.3.10.1
Permanent residency will be defined by regulations, and eligibility standards will be identified. The intent of the regulations will be to limit residency to designated lands in certain parks and to persons, including their spouses and dependents, who provide services in a park; and, to those persons who did meet those requirements but are retired. Seasonal residency (April-October) will be permitted in Resort Subdivisions and Visitor Centres.

4.3.10.2
Permanent residents of national parks will live in park communities or on the sites of their work stations.

NATIONAL MARINE PARKS POLICY

(PROPOSED)

The National Marine Parks Policy received Ministerial approval in 1986 following extensive public consultation. Consequently, the basic principles remain unchanged in this CPS Proposed Policy. However, some of the specific policy statements were drawn directly from the 1979 National Parks Policy, particularly regarding visitor activities. Consequently, where revisions to common elements have been proposed within the statements for National Parks they are also proposed and repeated within the Marine Park section.

NATIONAL MARINE PARKS POLICY

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NATIONAL MARINE PARKS POLICY

BACKGROUND

For over a century Canada has recognized the importance of protecting significant examples of its natural heritage in national parks. These efforts have been directed primarily to land areas above the high water mark of the oceans and Great Lakes. Offshore areas within Canada's territorial seas, continental shelf, and 200 mile exclusive economic zone as defined by international convention have received relatively little protection under the National Parks Act.

Impetus for the protection of Canada's marine* heritage in the national parks system was largely the result of Canada's endorsement of the 15th recommendation of the First World Conference on National Parks in 1962, which invited "governments of all those countries having marine frontiers, and other appropriate agencies, to examine as a matter of urgency the possibility of creating marine parks or reserves to defend underwater areas ....". Subsequently, since 1969, six coastal national parks with marine components have been established: Kouchibouguac in New Brunswick; Pacific Rim in British Columbia; Forillon in Québec; Auyuittuq and Ellesmere Island in the Northwest Territories; and Northern Yukon in the Yukon Territory.

The creation of marine parks or their equivalents has of late become an urgent concern of many coastal nations. To accelerate the addition of marine environments worthy of protection to the national parks system, the Canadian Parks Service (CPS) has developed this separate policy for national marine parks. This policy reflects the management considerations that are unique to marine ecosystems as a consequence of their different physical and biological structure, as well as the multiplicity of jurisdictions, interests and traditions in marine areas. The policy will apply to all national marine parks. Where marine parks are established adjacent to existing coastal national parks the boundary between the two will be the mean high water mark; the National Parks Policy will apply in the national park and the National Marine Parks Policy in the national marine park.

A national marine park includes the sea bed, its subsoil and overlying water column together with certain coastal lands and islands. Parks which are wholly offshore may be established to protect marine areas some distance from Canada's coasts.

The primary purpose of establishing marine parks is to protect and conserve for all time those places which are significant examples of Canada's marine heritage and to encourage public understanding, appreciation and enjoyment of this heritage in ways which leave it unimpaired for future generations.

National marine parks are owned by Canada and protected and conserved under the National Parks Act, 1988. Although the administration, management and control of many resources in national marine parks shall be under the direction of the Minister responsible for the National Parks Act, the administration and control of fisheries, fish resources, navigation and shipping will remain with the federal or provincial ministers presently responsible for their regulation, according to agreements entered into at the time of marine park establishment.

The development of a marine park system is consistent with and supportive of Canada's evolving international commitments in marine conservation. In particular, the establishment of marine parks reflects the principles and objectives Canada has endorsed which are set out in such documents as the United Nations Convention on the Law of the Sea, the World Conservation Strategy, and the Regional Seas Program of the United Nation's Environment Program (UNEP), among others.

OBJECTIVE

To protect and conserve for all time representative marine natural areas of Canadian significance in a system of marine parks, and to encourage public understanding, appreciation and enjoyment of Canada's marine heritage so as to leave it unimpaired for future generations.

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*The word "marine" is to be read throughout this document as incorporating reference to the freshwater Great Lakes.

1.0
The National Marine Park System

Marine parks protect and conserve representative examples of Canada's coastal zone and oceans. Based on current scientific information Canada's oceanic and Great Lakes areas have been divided into 29 marine natural regions, each of which warrants representation in the system of national marine parks.

Within each of these regions, the identification of areas which include the greatest diversity of representative biological and oceanographic themes is being completed. Potential marine parks will be selected from among these marine "natural areas of Canadian significance".

Public support for marine park establishment is required. The Canadian Parks Service recognizes the potential for marine parks to disrupt long-established fisheries and coastal lifestyles, and will consult with local residents before park establishment to identify their concerns and minimize undesirable socio-economic impacts. The cooperation of other federal departments and agencies, and provincial and territorial governments is also essential for park establishment. The process toward park establishment includes: joint discussions and feasibility studies by the federal and provincial or territorial governments; agreement on terms of establishment and park boundaries; public involvement; resolution of coastal and resource use conflicts, including agreement on those traditional uses which may be permitted and other special measures to reduce the impact of a marine park on local residents or users; land assembly; and amendments to the legislation under which marine parks are established.

By itself CPS cannot, however, protect and conserve all of the areas identified as being marine natural areas of Canadian significance. By working with other federal departments or agencies and the provinces and territories to establish and to make public a register listing identified areas, CPS will encourage other public and private agencies and organizations to work toward their conservation. With the support and cooperation of the provinces, territories and the public, the federal government will meet its responsibility for protecting the marine heritage of all Canadians.

1.1
Identifying Representative Marine Natural Areas of Canadian Significance

1.1.1
Identification of representative marine natural areas of Canadian significance will be completed within each marine region of Canada according to the following criteria:

i) the area must portray the diverse oceanographic, biological, geological, and, secondarily, historical and cultural themes of a marine region; and
ii) any modification by human activity must be minimal, or, if significant modification has occurred, the area must have potential for returning to a natural state.

1.1.2
Representative marine natural areas of Canadian significance will be identified in consultation with provincial and territorial governments, with other federal agencies and with the interested public.

1.1.3
Representative marine natural areas of Canadian significance will be identified regardless of any existing protected status or jurisdiction.

1.2
Selecting Potential National Marine Parks and Assessing Their Feasibility

1.2.1
Potential marine parks will be selected from among marine natural areas of Canadian significance in those natural marine regions which do not already have adequate representation in the marine park system.

1.2.2
In selecting potential marine parks consideration will be given to:

i) actual or potential threats to the natural or cultural environment of the area, including those "upstream", whether marine or coastal;
ii) the location of, and avoidance of major park-related effects upon, significant commercial fishing areas;
iii) minimizing conflict with existing or probable development of renewable energy resources or exploration for and exploitation of nonrenewable resources;

iv) minimizing conflict with other established or potential coastal and marine resource uses such as navigation routes or defence exercise areas;
v) opportunities for public understanding and enjoyment;
vi) the geographic balance of marine parks throughout Canada;
vii) the location and objectives of other protected marine and coastal areas throughout Canada;
viii) the potential for establishing a national marine park adjacent to a terrestrial national park;
ix) the implications of comprehensive land claims and treaties with aboriginal peoples; and
x) international criteria for marine parks.

1.2.3
Boundaries of potential marine parks will be proposed so that park size and configuration:

i) include a marine environment and, usually, coastal and insular areas whose long term conservation is feasible;
ii) offer opportunities for public understanding and enjoyment;
iii) benefit social and economic conditions in the surrounding region; and
iv) exclude communities.

1.2.4
Potential marine parks will be selected and their feasibility assessed in consultation with provincial and territorial governments, other federal agencies, non-government organizations and the public. The Canadian Parks Service will inform the public of the purpose and implications of a marine park proposal, including: resource protection considerations; potential visitor opportunities; and regional and local relationships.

1.2.5
Boundary adjustments intended to improve the representation of the natural themes or the ecological integrity of an existing national marine park will be assessed according to the policies for selecting potential national marine parks.

1.2.6
As part of the feasibility assessment, CPS will cooperate with those federal departments or provincial/territorial governments that are responsible for carrying out an assessment of the renewable and nonrenewable natural resource potential of the proposed marine park. Any associated field activities will take into account the natural and cultural qualities which recommend the area for marine park status.

1.2.7
A composite marine park area consisting of two or more non-contiguous areas may be considered where it will facilitate achieving park identification and selection objectives.

1.3
Establishing National Marine Parks

1.3.1
The Canadian Parks Service will maintain and make public an up-to-date plan for the system of marine parks, containing a list of the marine natural areas of Canadian significance located in unrepresented and insufficiently represented marine natural regions. This plan will be used in setting priorities for the establishment of new marine parks.

1.3.2
In conjunction with the provincial or territorial governments, CPS will consult with local communities, non-government organizations and the public prior to the establishment of new national marine parks.

1.3.3
Commercial exploration, extraction or development of nonrenewable resources and terrestrial renewable resources which exist prior to the establishment of a marine park will be phased out before the marine park is formally established. Certain traditional subsistence uses involving natural resources may be permitted to continue in designated parts of a national marine park as outlined in sections 1.3.12, 1.3.13 and 3.3.

1.3.4
CPS will contribute toward the cost of special provisions agreed at the time of park establishment to reduce any negative impacts on occupants or other users of coastal and insular lands acquired for a marine park.

1.3.5
CPS will use a variety of means to foster opportunities and training for local residents to find employment and participate in business opportunities related to the operation of marine parks.

1.3.6
The Crown in Right of Canada will own all land and resources, including the sea bed and its subsoil, within the legislated boundaries of national marine parks.

1.3.7
Private lands and interests will be acquired by negotiated settlement. Term interests may be allowed to expire. In exceptional cases, where lands are essential for park purposes, a settlement may require using expropriation to establish clear title to some properties.

1.3.8
Cooperative arrangements for compatible use and management of lands adjacent to national marine parks, and to mitigate pollution from "upstream" sources, will be pursued with government and non-government agencies at the local, provincial, territorial and federal levels.

1.3.9
Marine parks will be formally established by the Parliament of Canada through amendment to Schedule I of the National Parks Act.

1.3.10
Areas which include Provincial Crown Land will be established as national marine parks according to agreements between the Government of Canada and the Provincial governments setting out terms and conditions for the acquisition of all third party interests and the transfer of administration and control of Provincial Crown Lands to the Crown in Right of Canada.

1.3.11
Marine parks in the territories will be established pursuant to agreements with the territorial governments at the Ministerial level.

1.3.12
CPS will negotiate the nature and the extent of aboriginal peoples' involvement in the planning and management of a marine park which is proposed within an area where a comprehensive land claim has been accepted for negotiation by the federal government. Final boundaries of the marine park will be proposed in legislation only upon the disposition of the land claim. In the interim, the area may be set aside as a "national marine park reserve". Traditional fishing, hunting and trapping activities by aboriginal people may continue in the national marine park reserve.

In a national marine park reserve or national marine park, established Treaty rights of aboriginal people will be honoured. Traditional resource harvesting activities, such as hunting, fishing and trapping, which are the subject of such rights, may be terminated only upon mutual agreement.

1.3.13
In addition to the defined rights of aboriginal people, when new marine parks are proposed within areas where any local people have traditionally depended on the land for subsistence (fisheries are treated separately in Section 3.3) and no immediate alternative can be found, an agreement may be negotiated regarding the regulated continuation of specified subsistence resource harvesting activities for a finite period of time.

1.3.14
Prior to marine park establishment, CPS will prepare a park management concept which sets out the park purpose and objectives, guidelines for the protection and public use of park resources, and the various agreements made with other governments and federal departments for the cooperative management of the marine park.

2.0
Management Planning

2.1
Park Management Plans

Marine park management plans are essential for the direction of park managers. They are also commitments to the public of Canada from the Minister of the Environment regarding the use and protection of national marine parks. They contain statements of management objectives in sufficient detail to indicate how a park will protect and represent the natural and cultural heritage aspects of its region. In keeping with these objectives, plans will: specify the type and degree of resource protection and management needed to assure the ecological integrity of the park and the management of its cultural resources; define the type, character and locale of visitor facilities, activities and services; and identify target groups.

The 1988 amendments to the National Parks Act state that the maintenance of ecological integrity must be the first consideration in management planning. Parliament has confirmed the Canadian Parks Service's policy of preparing management plans for all parks and of public involvement in this process. It is now mandatory that within five years of the proclamation of a national marine park under the Act, the Minister shall approve and table that park's management plan in Parliament. The Minister must

also review, amend as necessary and re-table the management plans every five years.

Appropriate public participation at the national, regional and local levels is an essential part of the development of management plans.

Generally, management planning will begin as soon as lands are placed under CPS administration and control, although it may still be years before all issues are resolved and a park is established under the National Parks Act. Interim management guidelines are prepared to direct essential park operations until a management plan is approved. The guidelines will be conservative and will not propose major development or resource manipulation. Definition of resource management practices and existing and potential opportunities for visitation will form a key part of the interim guidelines.

2.1.1
CPS will prepare management plans for the Minister's approval and tabling in Parliament:

i) within five years of a park's proclamation under the National Parks Act; or,
ii) within five years of the transfer of administration and control to CPS of an area proposed for establishment as a marine park.

Management plans will be reviewed every five years for re-tabling with any amendments.

2.1.2
In the preparation of a management plan, the maintenance of ecological integrity through the protection of natural processes will be the first priority when considering zoning and visitor use. The protection of cultural resources will receive a high level of consideration.

2.1.3
Each park management plan will contain a statement of the approved park purpose and objectives which will reflect the role of the park in the national system of marine parks and in the marine natural region in which it is located. As well, the park management plan will outline the place of fisheries within the overall park purpose and objectives, but the fisheries management plan will remain a separate document negotiated with the Department of Fisheries and Oceans or its delegated provincial agency in consultation with affected fishermen.

2.1.4
The park management plan provides the framework for further detailed sub-plans concerning:

i) resource management (park conservation plan, with linkages to the negotiated park fisheries management plan which is prepared in accordance with section 3.3);
ii) interpretation, visitor services and public safety (park services plan).

2.1.5
CPS will inform and involve a broad spectrum of the Canadian public in the preparation, review and amendment of park management plans.

2.1.6
The implementation and effectiveness of each management plan will be continuously monitored.

2.1.7
CPS will encourage the formation of a park management advisory committee in each marine park to ensure regular consultation with resource users and residents of the surrounding region.

2.1.8
CPS will cooperate with other federal agencies and levels of government, private organizations and individuals responsible for the planning of areas adjacent to marine parks, to ensure that the protection of heritage resources and the provision of facilities and services are integrated in a positive manner with surrounding regions.

2.2
Zoning

Zoning is one of the most important tools for the planning, development, management and protection of national parks. The zoning system is a resource-based approach by which land and water areas are classified according to their need for protection and their capability to accommodate visitors and facilities. The existing national park zoning system is based upon management experience acquired over the course of a century, but national marine parks present a new challenge to the Canadian Parks Service, and there is much to learn about an appropriate zoning system. Useful insights can be gained from further study of the experiences of other coastal states with marine park programs.

Marine park zoning requires an innovative, flexible approach. Most significantly, the existing national park zoning system does not provide for commercial

harvesting of renewable park resources. Protection requirements and regulation of harvesting activities by local residents are provided for through mechanisms other than zoning, such as regulations under appropriate legislation. However, the marine park zoning system provides for fishing and other traditional marine activities which are consistent with the conservation objective but which may differ considerably from park to park. Consideration must also be given to temporal zoning which, for example, might prevent visitor access to or commercial fishing near a particular fish spawning ground, sea bird colony or whale calving area during the reproductive season but allow it throughout other, less critical periods. Depending on the factors involved, temporal zoning may be long-term, seasonal, cyclical or even diurnal. Vertical zoning may also be appropriate in some situations where, for example, certain sea bed species or habitats require absolute protection while fishing, transportation or recreational uses continue at or near the surface of the water column.

The marine park zoning system which CPS develops will be based on a continuum of protection, conservation and use. The challenge is to integrate both conservation and use in the same areas without creating an unduly complicated system of zones and regulations, and in a manner which safeguards park values at all times. There will be different levels of protection and utilization permitted in different areas of a marine park, or at different times. These will include, where appropriate, different levels of control on marine traffic, both commercial and recreational, along with controlled access to the zones for both recreation and harvesting.

Although a definitive marine park zoning system is not possible at present, and may not be until planning and management experience has been acquired in at least one or two marine parks, the zones and concepts outlined below will serve as guides.

In some cases, environmentally or culturally sensitive sites may require special management but do not fit the zoning designations below. Park management plans will include the guidelines necessary for the protection and use of such sites.

2.2.1
The national marine parks zoning system will apply to all land and water areas of national marine parks. It does not preclude resource harvesting activities which are permitted by virtue of national marine park "reserve" status, land claim settlements and/or new park establishment agreements, nor does it preclude fishing activities agreed to in park fisheries management plans. These activities will be managed for reasons such as resource protection and visitor interaction with resource harvesters.

2.2.2.1
Zone I - Preservation

Specific natural and cultural heritage areas, which contain or support unique, threatened or endangered resources or features, or the best examples of marine resources or features, will be designated as zone I areas because they deserve special preservation. Access and use will be strictly controlled or may be prohibited altogether. Resource harvesting and construction of facilities will not be permitted.

2.2.2.2
Zone II - Natural Environment

Those natural and cultural heritage areas which provide for protection of marine ecosystems and appreciation of the marine park in a natural setting will be designated as zone II areas. Education and low intensity outdoor recreation opportunities and related facilities will be permitted. Harvesting of marine resources will be minimized to the extent possible, in accordance with the marine park agreement and the fisheries management plan, and limited to methods which have little or no impact on habitats and non-target species.

2.2.2.3
Zone III - Conservation

Those areas which can accommodate a broad range of activities consistent with the conservation of the marine park will be designated as zone III areas. Education, outdoor recreation opportunities and related facilities will be permitted, as will fisheries having no more than moderate impact on habitats and non-target species, in accordance with the fisheries management plan.

2.2.2.4
Zone IV - General Use

Those areas which will provide opportunities for reasonable use consistent with the conservation of the marine park. Zone IV areas will provide for all fishing activities and navigation and operation of vessels as stipulated in the marine park agreement and fisheries management plan, and for complementary educational and recreational uses. The interre-

lationships between people and the park's marine resources will be emphasized in these areas.

2.2.2.5
Zone V - Park Services

Those areas, both in the near-shore and on coastal lands and islands, which will accommodate visitor services and support facilities, as well as park administration functions, will be designated as zone V areas.

2.2.2.6
Temporal Zoning

Selected areas in zones II, III or IV of a marine park may be subject to temporal restrictions on access or use, consistent with a requirement to protect specific marine ecosystems or certain fishing activities from disruption by those uses normally allowed in the zone. Temporal restrictions may be long-term, seasonal, cyclical, diurnal (on a daily or nightly basis), or some combination of these time frames, as warranted. Temporal restrictions may be continuous across more than one zone or zone section.

A Zone I area so designated because it is seasonally important in one or more stages in the life cycle of an animal species may be reclassified to less-protected status at various times of the year, subject to the protection of those natural values which are critical to the area's significance, and to the establishment of a clear use requirement for the reclassification.

2.2.2.7
Vertical Zoning

Within any area classified as zone II, III or IV, vertical zoning may be used to extend a higher degree of protection to imperiled natural or cultural resources at or near the sea floor while recreational, transportation or near-surface fishing activities continue above. Likewise, less restrictive zoning may be appropriate for some sea floor areas which are beneath surface areas classified as zone I, II or III Vertical zoning may be continuous across more than one zone or zone section.

2.2.2.8
Any change to a park's zoning constitutes an amendment to the park management plan, and may only be made following public notice and public participation in the decision.

3.0
Protecting and Managing Marine Ecosystems

Concepts of preservation applied in terrestrial park environments have limited application in the protection of marine resources. Complete protection of marine species in the limited confines of a marine park would do little to preserve most marine organisms. However, the conservation of renewable marine resources and protection of critical portions of species' habitats is possible and is of benefit to those coastal communities which are dependent upon them. Achievement of these goals depends on cooperation with local people and other agencies currently operating in or near the coastal zone.

Those traditional uses of renewable marine resources which are compatible with the requirement to conserve ecosystems, genetic diversity, and the natural processes upon which they depend are permitted in marine parks. However, such activities must not destroy or seriously impair the natural and cultural values for which a park was established. They will be incorporated in each case as specific features of the agreement to establish a marine park. Also, in establishing marine parks, the Canadian Parks Service will honour treaty rights and rights recognized in aboriginal claims settlements.

Because of the dynamic nature and interrelationships of marine ecosystems, the management of marine parks cannot be isolated. CPS will cooperate with other regulatory agencies to encourage compatible coastal and aquatic uses in surrounding areas.

3.1
Resource Conservation

3.1.1
The Canadian Parks Service will promote marine environmental and resource conservation pursuant to Canada's international commitments to the United Nations Convention on the Law of the Sea and the World Conservation Strategy.

3.1.2
When a marine species spends a part of its natural life cycle in a marine park but is adversely affected by human activities outside the park, CPS will monitor the situation and will cooperate with Canadian and international regulatory agencies, private industry, and the general public to promote the conservation of that species throughout its range so as to ensure the maintenance of viable populations.

3.1.3
CPS will monitor all consumptive renewable resource activities within the park in cooperation with other regulatory agencies to ensure the conservation of these renewable resources.

3.1.4
Commercial exploration, extraction or development of natural resources on marine park terrestrial components will not be permitted.

3.1.5
Dumping within marine parks will not be permitted.

3.1.6
Sport hunting, including spear-fishing, will not be permitted.

3.1.7
CPS, in cooperation with other law enforcement agencies, will ensure compliance with the National Parks Act and Regulations, the Fisheries Act and Regulations, and other relevant legislation to protect marine ecosystems, maintain the public peace and protect life and property. Strict enforcement action will be taken to detect and stop illegal activities such as poaching.

3.1.8
The public will be consulted in the development of regulations applicable to marine parks, and visitors will be made aware of the rationale for such regulations.

3.2
Resource Management

3.2.1
Natural resources within marine parks will be managed with minimum interference to natural processes to favour the perpetuation of natural marine ecosystems, subject to the provisions made for continued traditional subsistence harvesting (sections 1.3.12 and 1.3.13) and fishing (section 3.3). However, active management may be allowed where natural processes have been altered and manipulation is required to restore them to a more natural state, or where a park's significant natural or cultural resources must be protected and the objectives set for such protection cannot be attained without the manipulation of natural resources.

3.2.2
Where active resource manipulation is required and practical in a marine park, it will be based on scientific research, use techniques which duplicate natural processes as closely as possible, and be carefully monitored.

3.2.3
Manipulation of naturally occurring processes may take place for reasons other than the achievement of park resource management objectives when no reasonable alternative exists and it is clear that, without intervention, there will be serious adverse effects on neighbouring areas or risk to major park facilities, public health or safety.

3.2.4
An integrated natural resource data base will be developed and kept up to date for each marine park in its regional context to provide, along with research and environmental monitoring, the resource information required for park management decisions and state of the parks reporting to Parliament.

3.2.5
Resource management objectives for marine parks will be formulated in recognition of regional resource management plans and associated use practices.

3.2.6
Cooperative arrangements will be sought with provincial and territorial governments, other federal departments and agencies, and foreign governments to mitigate the effects of any external activity which could threaten marine park resources and impair the quality of the region's aquatic environment. Cooperative efforts will be undertaken to eliminate or minimize the threat of pollution within marine parks and to have in place effective response procedures and equipment.

3.2.7
The Canadian Parks Service will review and comment upon environmental impact assessments for proposed developments which are near established or potential marine parks.

3.2.8
A species of plant or animal which was native to, but is no longer present in a park, may be reintroduced after scientific research has shown that suitable habitat exists in the park and establishes the acceptability and probable effects of the reintroduction on the park and neighbouring areas.

3.2.9
Where non-native species of plants or animals, or organisms modified by biotechnology, could flourish in the absence of natural controls or outcompete

and replace native species in natural areas, efforts will be taken to prevent the introduction of such species and organisms into the marine park, and to eliminate them or control their numbers where they already exist, to the extent practical in marine environments.

3.2.10
Under the National Parks Act, Parliament must approve new pipeline or submarine cable rights of way through a national marine park while Governor in Council retains authority to alter existing rights of way. The Minister will recommend that new or altered corridors be authorized only where it is demonstrated that, relative to alternative routes or modes, a new or altered route:

i) will provide significant economic advantages, and
ii) will not significantly increase damage or long-term risk to the marine park environment.

Proposed pipeline and cable installations, or alterations, will be subject to the Federal Environmental Assessment and Review Process and must be constructed and operated so as to satisfy all agreed environmental impact mitigation measures.

3.2.11
Scientific research over and above that which is essential for marine park management but which contributes to the protection and public understanding of marine ecosystems will be encouraged, including the use of parks as benchmarks for ecological research.

3.2.12
To protect natural and cultural resources, research activities administered by other federal or provincial agencies in marine parks will be jointly approved and monitored by CPS and the other involved agencies.

3.2.13
Research and collection activities affecting resources for which the jurisdictional mandate rests with another agency may be approved only after the applicant obtains any permit(s) required by the other agency.

3.2.14
Extractive activities may be permitted in a marine park pursuant to sections 1.3.12, 1.3.13 and 3.3. As well, selected activities which are of cultural value in portraying traditional relationships between people and the marine environment to visitors may be permitted. All such activities will be subject to the requirement to protect the ecosystem and maintain viable populations of wildlife, and CPS will place a high priority on the management, monitoring and regulation of these activities.

Resource manipulation such as habitat modification to artificially enhance the availability of resources for harvesting will not be permitted.

3.2.15
Shipwreck of historical significance will be protected.

3.3
Fishing*

3.3.1
Fisheries will continue in marine parks, subject to protecting the park's ecosystem, to maintaining viable fish stocks and to attaining the purpose and objectives of the park.

All such activities will be agreed to by the Canadian Parks Service and the Department of Fisheries and Oceans (DFO), in consultation with the fishing industry and other resource harvesters, as a condition of marine park establishment.

3.3.2
Fisheries in marine parks will be regulated under the provisions of the Fisheries Act and in accordance with the terms and conditions of a marine park fisheries management plan prepared at the time of marine park establishment. Jurisdiction over fisheries will, therefore, remain with the Minister of Fisheries and Oceans, but the marine park fisheries management plan will be negotiated between CPS and DFO, in consultation with the affected fishing industry and other resource harvesters.

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*commercial, traditional/subsistence and sport fishing.

[1]The term fish is used as in the Fisheries Act, to mean fish, invertebrates, marine mammals and marine plants.

[2]Management of all fisheries in the Great Lakes and some fisheries in coastal marine waters is delegated to provincial agencies and is to be understood in all subsequent references to the Department of Fisheries and Oceans in section 3.3.

3.3.3
Because fisheries in marine parks cannot be managed in isolation, the park fisheries management plan will stipulate that they be managed for the most part according to regulations and regional fisheries management plans established by DFO. The park fisheries management plan will also specify park management guidelines related to the interaction between the management and operation of the marine park and the commercial and other fisheries. These will be reviewed annually by CPS and DFO,in consultation with affected fishermen.

3.3.4
CPS will work cooperatively with DFO and fishermen to provide additional protection to threatened species and critical habitats in marine parks, using regulations made under the Fisheries Act or the National Parks Act. Such regulations will become part of the negotiated park fisheries management plan.

3.3.5
A species causing significant economic loss to a commercial fishery in a marine park will be managed in accordance with the park fisheries management plan, subject to the requirement to maintain a viable population of the species.

3.3.6
CPS will work cooperatively with DFO and the fishing industry to minimize indiscriminate methods of fishing and the use of gear which is destructive to the sea bed. Where adverse effects on marine habitats and ecosystems are suspected, joint monitoring studies will be initiated to assess the extent of the problem.

If significant effects are identified, CPS will work closely with DFO and the fishing industry in order to develop management solutions which are mutually acceptable. Such solutions will become part of the negotiated park fisheries management plan.

3.3.7
Existing in-park shore based support facilities associated with fishing will be permitted, subject to the requirement that they be operated in a manner which does not conflict with the purpose and objectives of the park. CPS will contribute to the cost of relocating or upgrading facilities which are incompatible with the park purpose and objectives. Expansion and improvement will require approval by CPS, DFO and other involved federal or provincial/territorial agencies.

3.3.8
The establishment of any fishery, including aquaculture, which is not incorporated within a current marine park fisheries management plan will require joint approval by CPS and DFO, and will be subject to the prior completion of stock assessment and environmental impact studies. The siting of new and existing aquaculture facilities in navigable waters will also require the approval of the Department of Transport.

3.3.9
CPS encourages and will initiate efforts to develop a coordinated research and administrative capability so that fishery resource use can be managed on an ecological basis and in accordance with the best interests (economic, environmental and social) of Canadian society.

3.4
Marine Transportation

3.4.1
Transportation, navigation and aids to navigation, and the operation of pleasure craft in marine parks will be regulated under the Canada Shipping Act and other applicable legislation and regulations to be determined in consultation with the Department of Transport, Marine Group and the affected transportation industry prior to the establishment of each marine park.

3.4.2
Jurisdiction over marine transportation will remain with the Minister of Transport. A memorandum of understanding will be negotiated for each marine park to set out the respective administrative responsibilities of the Department of Transport and the Canadian Parks Service.

3.4.3
The routing of new transportation corridors within marine parks will require joint consideration by CPS and the Department of Transport and will take into account the need for essential services, such as ferries and northern supply routes.

3.4.4
Vessel access to, and movement within, marine parks will be managed in conformity with overall park objectives and in such a manner as to:

i) furnish protection to threatened or endangered species and habitats;
ii) provide the public with opportunities to understand and enjoy the marine park;

iii) ensure public safety; and
iv) minimize conflict between commercial and recreational uses.

3.4.5
Traditional aboriginal and other fishermen's rights of marine access, including over-ice transportation, will be recognized, subject to the requirement of protecting viable populations of wildlife and fish, including marine mammals, and habitats critical to their survival.

4.0
Public Understanding and Enjoyment of National Marine Parks

National marine parks are "... dedicated to the people of Canada for their benefit, education and enjoyment".

Canadians are encouraged to visit marine parks and the Canadian Parks Service will provide opportunities for the public to enjoy and understand these special places in ways which are compatible with the long term protection of their natural and cultural values, and which minimize the disruption of the socio-economic life of nearby communities.

In responding to visitor needs for services, facilities and outdoor recreation and education activities, CPS must act with care and imagination. All Canadians have a right to appreciate their marine heritage, but the means of doing so and facilities provided will depend on the sensitivity of a particular environment to human impact. Marine parks offer rare and outstanding opportunities to experience and learn about Canadian oceanic, coastal and freshwater environments. They cannot, however, provide for every kind of use requested by the public. Because marine parks are dedicated to future as well as present generations, impairment by inappropriate visitor activities must be avoided. As a general guideline, the selection of recreational opportunities and essential facilities will aim at providing direct visitor contact with the marine environment.

Safety requirements and the difficulties of access and movement within marine areas make it essential that services and facilities be designed to allow for safe contact with the sea. Optimum local economic benefit will be a primary consideration when planning the programs, services and facilities visitors need to understand, appreciate and enjoy marine parks.

In meeting the obligations of the Act, CPS does not stand alone. Public understanding and support of the reasons for which national marine parks are set aside are crucial to the protection and enjoyment of marine parks, and to the completion of the national marine parks system. Moreover, efforts to increase awareness of national marine park objectives, issues and needs can be supplemented by cooperative action with other agencies, groups and individuals across a broad spectrum of interests ranging from tourism to science.

CPS has a responsibility to inform the Canadian public about their marine parks and to provide interpretation and extension programs which encourage a better understanding of these marine areas of Canadian significance. Cooperative action with the many agencies, groups and citizens concerned about marine parks and marine environmental quality and about the protection of Canadian marine resources can supplement CPS's own efforts to increase public awareness of objectives and issues. In these ways public support, which is necessary for the continued conservation of marine parks, may be achieved.

4.1
Visitor Activities

4.1.1
Each national marine park will offer a variety of outdoor recreational opportunities for visitors of diverse interests, ages, physical capabilities and skills, so that they can understand a park's marine environment and experience the park's natural environment consistent with protecting the park's ecological integrity.

4.1.2
The Canadian Parks Service will encourage the private sector and non-governmental organizations to provide skill and knowledge development programs to increase visitor understanding and enjoyment of the marine parks.

4.1.3
To provide a range of recreational opportunities and activities, and to ensure the continuing availability of high quality park experiences to marine park visitors, CPS will periodically review its national directives to ensure that new forms of outdoor recreation activities are adequately considered. Consequently, as new or modified forms of recreation emerge, each will be assessed for its appropriateness nationally before consideration in the park management planning process. The park management plan will ident-

ify both new and traditional types and ranges of outdoor recreation activities appropriate to each park.

4.1.4
The appropriateness of developments and facilities in national marine parks will be assessed in the management planning process. The environmental acceptability of all such projects must then be established through the Federal Environmental Assessment and Review Process to permit implementation.

4.1.5
CPS will plan and manage visitor activities in marine parks so as to minimize the disruption of local life styles.

4.1.6
CPS will provide for those outdoor recreation activities which depend upon a park's oceanic, coastal and freshwater resources and which require a minimum of built facilities.

4.1.7
CPS will, using tools such as market analysis, match visitor interests with the specific recreational and educational opportunities determined for each marine park through the management plan. Where increased visitation can be sustained without ecological impairment, marketing techniques will be used to encourage target groups to avail themselves of the opportunities. Conversely, marketing techniques will also be applied to reduce visitation in overused areas and to reduce conflict among user groups.

4.1.8
By means of sampling techniques or other methods designed to avoid disturbing their enjoyment of marine parks, visitors will be asked to provide assessments of their experiences. The information gained will be used to add to or improve existing opportunities, and in the review of park management plans.

4.2
Information and Interpretation

4.2.1
Information will be made available to all Canadians as well as to park visitors, to encourage and assist them in understanding, enjoying and protecting their marine parks.

4.2.2
The Canadian Parks Service will make visitors aware of the opportunities for understanding and enjoying each marine park through its programs, services and facilities; and will provide information on relevant regulations and necessary skills and equipment. Particular efforts will be made to provide visitor orientation at key locations within and outside marine parks, to ensure that visitors can easily locate park features, services and facilities.

4.2.3
Provisions for public understanding and enjoyment of the cultural resources located in marine parks, and associated activities, services and facilities, will be made in accordance with the policy on Cultural Resource Management.

4.2.4
CPS will provide the public with interesting, innovative and enjoyable opportunities to observe and interpret each marine park's natural, cultural, historical and environmental features and processes, as well as the marine park's resource management issues and practices, both within and outside national marine parks. Such programs will include information on the human relationship to, and dependence on, the marine environment.

4.2.5
Information on a marine park and its themes will be accessible to all visitors. Where the location of a service or facility illustrating the themes prevents access by persons with disabilities, special programs or services will be offered.

4.2.6
Institutions and groups will be encouraged to use the marine parks for educational activities or research in ways which do not impair park resources or limit enjoyment of the parks by other users.

4.2.7
CPS welcomes and will seek the assistance of informed individuals, professionals and interest groups in the preparation and presentation of interpretation programs and special events.

4.3
Visitor Services and Facilities

4.3.1
The Canadian Parks Service will encourage and work with the tourism sector towards fulfilling public needs for a broad range of services and facilities within the regions surrounding marine parks. To avoid impacts on marine park resources and to contribute to regional economic development, CPS will

locate its own administrative facilities outside the parks wherever possible.

4.3.2
Within marine parks, services and facilities will be directly related to the provision of understanding and enjoyment of the natural and cultural heritage. Normally, such services and facilities will be grouped together for public convenience, energy conservation and protection of park resources.

4.3.3
The involvement of private and voluntary organizations will be encouraged in the planning, development and operation of services and facilities for visitors to marine parks.

4.3.4
The setting of rates controlled by CPS for the use of services and facilities provided either by CPS or by private enterprise should take into account such market factors as supply and demand, and the price, quality and location of related services outside marine parks.

4.3.5
CPS will continue to develop and adopt architectural and environmental design guidelines and standards for each marine park, so that the scale, site, form, character and appropriateness of structures remain in harmony with the park's heritage character and natural surroundings.

4.3.6
Where crafts are sold to the public, CPS will encourage the promotion of authentic products made in Canada, and in particular those related to marine heritage and to local traditions.

4.3.7
Access and Circulation

4.3.7.1
Provisions for access and circulation within marine parks will be designed to supply opportunities for understanding and enjoyment for visitors of all ages, skills and physical abilities, in conformity with park management plans.

4.3.7.2
Subject to section 3.4, visitor access to certain areas within marine parks may be restricted to non-motorized vessels.

4.3.7.3
Access by private or commercial aircraft within national marine parks will not be allowed except to remote areas where reasonable travel alternatives are not available; where it has been authorized through the management planning process; and only under strict controls designating landing sites, times, and any special conditions related to resource protection and the enjoyment of the park by other visitors.

4.3.7.4
In developing moorings, anchorages, launching ramps and other facilities for boating users of marine parks, attention will be given both to visitor safety and to minimizing impacts on marine environments, on natural seascapes, and on established uses of the area such as fishing.

4.3.8
Visitor Accommodation

4.3.8.1
Park visitors want and need a range of accommodation either in or near national marine parks. These requirements will be assessed in management plans and service plans to determine an appropriate interior and exterior balance. The Canadian Parks Service will work with the tourism sector and others towards providing this range of services. In some parks, the private sector may be invited to provide substantial accommodation facilities due to climate considerations or the lack of existing or potential adjacent facilities. In its own efforts, CPS will concentrate on providing traditional forms of accommodation, such as campgrounds, hostels and shelters. Any type of facility should enhance understanding and enjoyment of natural heritage settings.

4.3.8.2
Commercial accommodation within national marine parks will be available for use by the general public.

4.3.8.3
No lands will be made available for private cottages, camps, seasonal camping areas, or for the exclusive use of individuals or organizations.

4.3.9
Tenure

4.3.9.1
Limited tenure may be granted on marine park lands and waters in the form of leases, concessions or licenses of occupation for the provision of essential services and facilities for park visitors.

4.3.9.2
Holders of tenure agreements will pay fair rents or fees. Nominal rents are available to lessees with need-to-reside clauses in their leases, and to non profit and charitable organizations.

4.3.9.3
Upon the expiry of a tenure, concession or license agreement, unless specific alternative action is required by the agreement, the Canadian Parks Service may negotiate a new agreement with the holder when the purpose is supported by the park management plan and, when the lessee has complied with the terms of the expiring agreement.

4.3.9.4
CPS will acquire leasehold interests in marine parks where a park management plan identifies that the leasehold lands or facilities are required for public purposes.

CANADIAN HERITAGE RIVERS SYSTEM POLICY

(PROPOSED)

The Canadian Heritage Rivers System (CHRS) is a cooperative venture between the federal, provincial and territorial governments to identify outstanding rivers of national interest for all Canadians. The rivers identified remain under the jurisdiction of the authority which nominates them. The policy outlines how the Canadian Parks Service will implement its responsibilities for the coordination of the CHRS as well as its own participation in nominating, designating and managing rivers under the Minister's authority. It follows from the 1979 Policy which helped lead to the formal establishment of the CHRS in 1984.

CANADIAN HERITAGE RIVERS SYSTEM POLICY

Background

Objective

1.0
Creating a National System

2.0
Rivers under Canadian Parks Service jurisdiction

3.0
Technical and Financial Assistance

CANADIAN HERITAGE RIVERS SYSTEM POLICY

BACKGROUND

Canada's rivers are keys to the understanding of our country's natural and human history. Virtually all of the nation's freshwater eventually flows through rivers into six different salt water bodies -- the Atlantic, Pacific and Arctic Oceans, Hudson's Bay, the Bering Sea, even into the Gulf of Mexico. Our rivers were used from time immemorial by aboriginal peoples as highways and as sources of food. More recently, rivers were followed by early Europeans for exploration, trade and settlement. Modern industrial development has irreversibly changed many rivers through the construction of dams for hydro-electricity and irrigation, and through the disposal of waste into them. There is relentless pressure on Canada's important rivers from industry and urbanization.

To help protect our important rivers, the Canadian Heritage Rivers System was set up as a cooperative program by the federal, provincial and territorial governments. The System is overseen by a Board comprised of representatives appointed by each participating government. The Canadian Parks Service and the Department of Indian Affairs and Northern Development represent the federal government on this Board.

All participating agencies, including the Canadian Parks Service, adhere to the agreed objectives of the Canadian Heritage Rivers System: "To give national recognition to the important rivers of Canada and to ensure their future management such that the natural and human heritage which they represent is conserved and interpreted, and the opportunities they possess for recreation and heritage appreciation are realised by residents of and visitors to Canada.".

OBJECTIVE FOR THE CANADIAN PARKS SERVICE

Within the framework of the Canadian Heritage Rivers System, the objective of the Canadian Parks Service is:

To foster conservation of outstanding examples of the major river environments of Canada in a cooperative system of Canadian heritage rivers, and to encourage public understanding, appreciation and enjoyment of their human and natural heritage.

1.0
Creating a National System

1.1
As the lead federal agency on the Canadian Heritage Rivers Board, the Canadian Parks Service will advocate a national perspective for the development of the System.

1.2
CPS will encourage the membership of all provinces and territories in the System.

1.3
CPS will work with the Board to develop a framework for use by member governments in the identification of potential Canadian Heritage Rivers which are representative of Canada's river environments.

1.4
CPS will cooperate with other federal agencies on issues concerning the nomination or designation of rivers for inclusion in the System, and will, where necessary, coordinate actions among these agencies and participating governments.

1.5
CPS will work with national cooperating associations and non-governmental organizations toward the promotion of the System.

2.0
Rivers Under Canadian Parks Service Jurisdiction

2.1
The Canadian Parks Service may nominate as Canadian Heritage Rivers, rivers under its own jurisdiction which contribute to the thematic and geographic balance of Canadian Heritage Rivers across Canada.

2.2
Approved management plans for national parks or other areas under CPS jurisdiction will be lodged with the Board as indication of the Service's intention to manage Canadian Heritage Rivers under its jurisdiction according to the System's objectives.

2.3
CPS will work with neighbouring jurisdictions and appropriate agencies to protect the upstream watersheds of its Canadian Heritage Rivers.

2.4
CPS will monitor the condition of its Canadian Heritage Rivers and will report as required to the Board on their condition.

3.0
Technical and Financial Assistance

3.1
The Canadian Parks Service will provide direct financial and technical assistance to participating governments for the completion of studies and plans leading to the nomination and designation of Canadian Heritage Rivers.

3.2
CPS will provide the Board with technical assistance and advice in matters concerning the nomination, designation, management and monitoring of Canadian Heritage Rivers, through a secretariat which CPS will operate on behalf of the Board.

3.3
CPS will assume the cost of a public information program, both within Canada and internationally, for the System as a whole and for Canadian Heritage Rivers under its own jurisdiction.

3.4
On behalf of all participating governments, CPS will coordinate the standardization of certain public information documents on Canadian Heritage Rivers.

NATIONAL HISTORIC SITES POLICY

(PROPOSED)

The National Historic Sites Policy is a substantial amendment to the 1979 Policy document. It consolidates the previously separate policies on national historic sites and national historic parks, thus reflecting the unity of the program. The commemorative nature of the program is emphasized, and preservation, protection and presentation are treated as integral parts of the commemorative mandate. The proposed policy is intended to provide for a more comprehensive commemoration of the nation's past by specifically including all aspects of Canada's human history, and by recognizing the role played by others in the conservation of heritage places.

NATIONAL HISTORIC SITES POLICY

Background

Objective
Commemorating Canada's Past

IDENTIFYING AND SELECTING SITES OF NATIONAL HISTORIC SIGNIFICANCE

1.0
Roles and Responsibilities

1.1
The Role of the Minister

1.2
The Role of the Historic Sites and Monuments Board Of Canada

1.3
The Role of the Canadian Parks Service

2.0
Determining National Historic Significance

2.1
Scope

2.2
Criteria

2.3
Designation

3.0
Forms of Commemoration

3.1
Plaques

3.2
Monuments

3.3
Agreements

3.4
Acquisition of National Historic Sites, Establishment of National Historic Parks, and Establishment of Historic Museums

3.5
Other Forms of Commemoration

4.0
Rescinding Commemoration

PROTECTING AND PRESENTING NATIONAL HISTORIC SITES -- (See Cultural Resource Management -- Part III of this Policy)

NATIONAL HISTORIC SITES POLICY

BACKGROUND

As places that exemplify thousands of years of human history and hundreds of years of nation building, Canada's national historic sites are part of the inheritance of all Canadians. Extending from the northwest corner of the Yukon to the eastern tip of Newfoundland, they reflect a diversity of cultures, geographical settings and time periods as vast as Canada itself.

National historic sites evoke many of the great themes of human history, in circumstances that represent the commonplace as well as the unique. They remind Canadians and visitors to Canada that our past is rich and varied, encompassing places as diverse as Port au Choix in Newfoundland, a 4,000 year old aboriginal site depicting the Maritime Archaic culture; the Lachine Canal, in Montréal, one of the most important places associated with Canada's industrial and transportation history; York Factory, in Manitoba, once the headquarters of a fur trade empire that covered western and northern Canada, and the remains of Kitwanga Indian village in British Columbia. At the same time, our national historic sites reflect the enormous impact that the biophysical environment -- our natural heritage -- has had on the landscape of Canadian history. Physiography, climate, geology, and plant and animal life form an integral part of the nation's cultural, economic, and political heritage. As places where we commemorate our history and our diverse but common heritage, national historic sites play a significant role in the public education of all Canadians.

The impulse to commemorate significant aspects of the past is one that Canadians share with others around the world. Most nations have formal or informal programs of this nature, and over 100 countries, including Canada, adhere to the United Nations' World Heritage Convention. The Convention has as its objective the identification, protection, conservation and presentation of cultural and natural heritage places of outstanding universal value. A number of Canada's national historic sites have been recognized by the United Nations Educational, Scientific and Cultural Organization (UNESCO) as World Heritage Sites, including L'Anse aux Meadows in Newfoundland, site of the only authenticated Viking presence in the New World, and Ninstints Village in British Columbia, with its unsurpassed collection of Haida totem and mortuary poles. Another Canadian World Heritage Site, the Historic District of the city of Québec, contains several national historic sites that were instrumental in the World Heritage designation, chief among them being the walls of the old city.

At the federal level, responsibility for commemorating those aspects of Canada's past deemed to be of national historic significance rests with the Minister of the Environment. With the exception of the National Battlefields at Québec, which are administered on the Minister's behalf by a commission established by statute, the Canadian Parks Service is responsible for carrying out the Minister's program of historical commemoration.

Early governmental activities in Canada relating to the commemoration of historic places tended to focus on marking and preserving battle and fortification sites because of their real and symbolic importance as landmarks in Canada's national evolution. Local initiative was often instrumental in the commemoration of these places. It was not until the second decade of the 20th century that the first program for preserving sites of historical interest was established within the Dominion (later National) Parks Branch of the former Department of the Interior. Largely the work of an early commissioner of the Branch, this program represented a blending of the cultural heritage and natural conservation movements of the time, and began the long organizational association between national historic sites and national (natural) parks that has continued to the present. With the formation of the Historic Sites and Monuments Board of Canada in 1919, provision was made for outside experts to advise the Minister on the commemoration of nationally significant aspects of Canadian history.

Since the passage of the Dominion Forest Reserves and Parks Act in 1911, two pieces of federal legislation have guided the development of the historic sites program. Part 2 of the National Parks Act, first passed in 1930, makes provision for the setting aside of federal lands to commemorate an event of national importance, or to preserve an historic landmark or "any object of historic, prehistoric, or scientific interest of national importance." The Historic Sites and Monuments Act of 1953 describes the powers of the Minister with respect to the commem-

oration of historic places of national historic significance and outlines the role of the Historic Sites and Monuments Board of Canada.

While the federal government plays an important role in historical commemoration, specifically at the national level, many others are actively involved as well. Private citizens, historical societies, heritage groups, professional bodies and others play an essential part in identifying and conserving heritage, and in lobbying governments at all levels to devise, implement or expand legislation and programs. In fact, most of the proposals for commemoration considered by the Minister of the Environment are submitted by the public.

Provincial and territorial governments also play a significant role, not only through the programs they sponsor and the historic sites they operate, but also because provincial jurisdiction over private property enables the provinces to pass and enforce legislation extending legal protection to designated properties or sites not owned by governments or subject to federal regulation.

Federal-provincial-territorial cooperation is facilitated by formal mechanisms such as the Canadian Conference on Historical Resources, as well as by on-going contact at the agency level. The Minister of the Environment works closely with the Minister of Communications, who has responsibility for the National Museums, the National Library, and the National Archives.

The purpose of this policy is to describe to the Canadian public how the federal government will carry out the national program of historical commemoration. The policy sets out objectives, describes means to achieve them, and provides benchmarks against which the people of Canada, to whom the commemorative program is dedicated, can hold the government accountable.

While Canadians can take pride in their national historic sites, there is no room for complacency. Each year significant places associated with our history are destroyed, either by natural causes or through human action or inaction. Many sites of great value remain to be commemorated, and many await the resources necessary to properly protect and effectively present them. Our historic sites represent a legacy that, once lost, can never be replaced.

The commemoration of our past is a continuing process, for history is on-going and each generation applies its own perspective to the past. In this latter respect, the designation and stewardship of national historic sites reflect the values of those who have been given responsibility for the commemoration of our heritage.

The Government of Canada is aware that a strong and secure sense of the past is an indispensable source of confidence in the future, particularly for a country that is outward-looking by choice and independent by conviction. Our national historic sites provide tangible and irreplaceable links to what defines us as a nation and a people. The federal government is committed to assuring that the existing system of national historic sites remains strong and, equally important, that new sites are added to ensure that the full range of Canadian history is adequately represented within the national commemorative program. The need to identify and to preserve our non-renewable heritage resources has never been more urgent or important.

OBJECTIVES

- To foster knowledge and appreciation of Canada's past through a national program of historical commemoration.
- To protect and present commemorated resources of national historic significance administered by the Canadian Parks Service for the benefit, education and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented by those resources.
- To encourage the protection and presentation by others of resources of national historic significance that are not administered by the Canadian Parks Service.

Commemorating Canada's Past

Commemoration is the means by which Canada gives official recognition to subjects of national historic significance. It may take any of the forms described in the Historic Sites and Monuments Act and in Part 2 of the National Parks Act.

A commemoration will possess four qualities:

1. it will be formally approved by the Minister;
2. it will meaningfully communicate the national significance of what is being commemorated;
3. it will appropriately reflect the importance of what is being commemorated and, in the case of resources of national historic significance

administered by the Canadian Parks Service, will respect the legacy that these resources represent; and

4. it will be enduring.

IDENTIFYING AND SELECTING SITES OF NATIONAL HISTORIC SIGNIFICANCE

1.0
Roles and Responsibilities

1.1
The Role of the Minister

The Minister of the Environment is responsible for directing the national program of historical commemoration provided for in legislation.

1.1.1
The Minister will make designations of national historic significance, based on recommendations of the Historic Sites and Monuments Board of Canada.

1.1.2
The Minister will determine the appropriate forms of commemoration for recognizing national historic significance, based on recommendations of the Historic Sites and Monuments Board of Canada, and information provided by the Canadian Parks Service.

1.1.3
In the case of national historic sites under the authority of another federal minister or agency, the Minister will, at the time of designation, notify the Minister responsible for the site that it should be protected in accordance with the principles articulated in the CPS Cultural Resource Management Policy.

1.1.4
To protect national historic sites that are not owned by the federal government, the Minister will, at the time of designation, encourage the province or territory in which the site is located to apply its own heritage legislation. To the extent permitted by law, the Minister will recognize provincial or territorial heritage designations on lands under his or her authority.

1.1.5
The Minister will, at the time of designation, provide owners of national historic sites with a copy of the CPS Cultural Resource Management Policy, and encourage them to apply the conservation principles described in the Policy. Where operational requirements permit, owners of national historic sites may be provided with professional and technical advice upon request.

1.2
The Role of the Historic Sites and Monuments Board of Canada

The Historic Sites and Monuments Board of Canada provides the Minister of the Environment with impartial and expert advice on matters relating to historical commemoration, and devises its own policies to carry out its responsibilities. In practice, the Minister will not designate or commemorate without the Board's advice. All parts of the country are represented on the Board, which includes two residents from Ontario, two from Quebec and one from each of the other provinces and territories. The Historic Sites and Monuments Board of Canada meets at least twice a year and submits minutes of its meetings to the Minister for approval.

1.2.1
The Historic Sites and Monuments Board of Canada will advise the Minister on those aspects of Canadian history that it considers worthy of a Ministerial designation of national historic significance, and will provide the Minister with reasons for the proposed designation.

1.2.2
The Historic Sites and Monuments Board of Canada will advise the Minister on the form of commemoration it considers appropriate to recognize national significance, and may advise the Minister on any other matter relating to the commemoration of Canada's history.

1.2.3
When the Historic Sites and Monuments Board of Canada recommends that the Minister acquire a site to commemorate an aspect of Canadian history, the recommendation will be based on the national historic significance of the site, or its resources. The Board may advise the Minister on which *in situ* or extant resources, if any, are considered to have national historic significance.

1.3
The Role of the Canadian Parks Service

The Canadian Parks Service is the federal agency that has been responsible for national historic sites since 1914. The role of CPS, as described below, relates to the identification and selection of national

historic sites. Its role in protecting and presenting national historic sites to the public is described in the CPS Cultural Resource Management Policy.

1.3.1
CPS will fulfil the Minister of the Environment's responsibility to provide a Secretary and such other employees of the department as are necessary for the proper conduct of the business of the Historic Sites and Monuments Board of Canada.

1.3.2
CPS will undertake studies on all aspects of Canada's human history relative to the national program of historical commemoration, and will compile inventories of sites in order to ensure that the commemorative program reflects the rich and varied texture of Canada's past. Such studies will be undertaken to assist the Historic Sites and Monuments Board of Canada and Environment Canada in identifying, evaluating and selecting sites of national historic significance.

1.3.3
CPS will maintain and periodically up-date a long-range systems plan to identify gaps in the commemorative program and to provide a basis for making systematic decisions regarding forms of commemoration.

1.3.4
CPS will provide managerial, policy, planning, research and technical facilities and services to support the effective implementation of the national commemorative program.

1.3.5
Opportunities for public involvement in the national commemorative program contribute to an overall sense of national identity and to a greater appreciation of the public benefits of national historic sites. CPS will provide opportunities for public involvement in the identification, development and operation of national historic sites.

1.3.6
CPS will cooperate with agencies at the federal and other government levels, with non-government organizations and with members of the public to achieve commemorative objectives.

1.3.7
CPS will encourage understanding, appreciation and enjoyment of Canada's history and of Canada's national historic sites by making the results of research available to the public through departmental, co-operative and private sector publications and other media.

1.3.8
CPS will inform the public of the location and the significance of national historic sites so that Canadians can become better acquainted with the special places associated with their history. The only exceptions will be in those rare cases where a site and its resources would be threatened.

2.0
Determining National Historic Significance

Only those aspects of Canadian history that have been declared by the Minister of the Environment to be of national historic significance will be commemorated.

2.1
Scope

2.1.1
Any aspect of Canadian history may be considered for a Ministerial designation of national historic significance except for living persons and places located outside Canadian territory.

2.1.2
With the exception of Prime Ministers, who are eligible for commemoration immediately upon death, a minimum of five years must pass following the death of an individual before the Historic Sites and Monuments Board of Canada will consider the possible national significance of that person.

2.1.3
The Historic Sites and Monuments Board of Canada will not recommend that religious and ethnic groups *per se* be specifically commemorated except where their contributions are represented by sites, by individuals, or by events of national historic significance.

2.2
Criteria

Designations of national historic significance will be based on the following general criteria:

(i) The subject under consideration will have had a nationally significant impact on Canadian history, or will be deemed to represent a nationally important example or illustration of Canadian human history.
- Uniqueness or rarity are not, in themselves, evidence of national historic significance,

but may be used as criteria in connection with (i);

- A representative example may be deemed to warrant a designation of national historic significance because it eminently typifies an important aspect of Canadian history.

(ii) A site, structure or object may be designated by virtue of an association with a nationally significant aspect of Canadian history, provided that the association is itself sufficiently important to merit a designation of national historic significance.

2.3
Designation

2.3.1
The Historic Sites and Monuments Board of Canada will consider proposals for commemoration that have originated with the public and other sources. Public involvement in proposing subjects that might qualify as being of national historic significance will be encouraged.

2.3.2
Recommendations of national historic significance and the forms of commemoration relating thereto will be forwarded to the Minister of the Environment for consideration. To ensure that the commemorative program is one of high calibre, advice to the Minister will be based on sound research.

2.3.3
CPS will advise the Minister on the implications of approving an Historic Sites and Monuments Board of Canada recommendation of national historic significance, specifically as it relates to the form of commemoration.

2.3.4
A designation of national historic significance will be made when the Minister approves a recommendation from the Historic Sites and Monuments Board of Canada to that effect.

3.0
Forms of Commemoration

Aspects of Canadian history declared to be of national historic significance will be commemorated. Formal activities relating to commemoration, such as the unveiling of a plaque or monument, or the dedication of a national historic site, will usually be accompanied by a ceremony. Such ceremonies are an important part of commemoration and provide an excellent opportunity for Canadians to recognize their history.

3.1
Plaques

Aspects of Canadian history declared to be of national historic significance will normally be commemorated by a Ministerial plaque bearing the inscription of the Historic Sites and Monuments Board of Canada. A plaque is not a national historic site, although it may be erected at or on a national historic site. The existence of a Ministerial plaque at a site not administered by the Canadian Parks Service does not imply provision for protection or maintenance of the site by CPS.

3.1.1
Plaques will be erected only after it has been determined that the existence and/or location of the plaque will not adversely affect the integrity of the site.

3.1.2
Plaques will be erected at a place on Canadian territory that is closely associated with what is being commemorated.

3.1.3
The appropriate text for a plaque will be recommended to the Minister of the Environment by the Historic Sites and Monuments Board of Canada.

3.1.4
The text on all plaques will appear in both official languages and, when recommended by the Historic Sites and Monuments Board of Canada, in other languages.

3.2
Monuments

The Minister of the Environment may authorize the erection of a monument when, based on the advice of the Historic Sites and Monuments Board of Canada, the Minister considers that the aspect of Canadian history being recognized would most appropriately be commemorated by a monument.

3.2.1
The design of monuments should convey to the public what is being commemorated.

3.2.2
Proposals for the design of monuments will be invited from Canadian artists and sculptors, including

those residing within the region where the monument is to be erected.

3.2.3
The monument will be erected or installed at a place closely associated with what is being commemorated.

3.3
Agreements

The Minister of the Environment may enter into agreements with others for the marking and conservation of historic places, based on recommendations of the Historic Sites and Monuments Board of Canada.

3.3.1
Under the National Cost-Sharing Program, the Minister may enter into an agreement to contribute toward the cost of acquiring and conserving a site or structure declared to be of national historic significance and, further, may provide professional and technical advice, subject to all of the following:

(i) the site or structure will be owned by a province, territory, municipality, or incorporated body;
(ii) an agreement to share costs will be recommended by the Historic Sites and Monuments Board of Canada;
(iii) the site or structure will be accessible to the public;
(iv) the use of the site or structure will not compromise or detract from the significance or integrity of what is being commemorated; and,
(v) the agreement between the Minister and the owner of the national historic site will reflect and refer to the principles set out in the Canadian Parks Service policy on Cultural Resource Management.

3.4
Acquisition of National Historic Sites, Establishment of National Historic Parks, and Establishment of Historic Museums

Each of Canada's national historic sites illustrates an important aspect of Canada's history. Federal ownership is not a requirement -- indeed, the majority of Canada's national historic sites are owned by individual citizens, public and private organizations, and other levels of government.

While it is neither feasible nor desirable for the Government of Canada to own all national historic sites, it is important that the federal government play a significant role by acquiring certain sites to ensure that the heritage that is represented by these sites is protected and accessible to Canadians in all parts of the country, and to provide leadership and active involvement in heritage conservation and interpretation.

3.4.1
The Historic Sites and Monuments Board of Canada may recommend to the Minister of the Environment the acquisition of a national historic site.

3.4.2
The Canadian Parks Service will inform the Minister of the operational, financial and policy implications of acquiring a national historic site to meet commemorative objectives, including development of the site where relevant.

3.4.3
When, in the opinion of the Minister, the acquisition of a national historic site is warranted in order to commemorate national historic significance, the Minister will seek Treasury Board or Governor in Council approval, as appropriate, for the proposed action.

In the case of a national historic site that is already owned by the federal government, but which is not under the Minister's authority, the usual procedure by which the Minister will acquire management direction and control of the site will be by Order in Council transfer.

The setting aside of a national historic site under the Minister's authority in accordance with Part 2 of the National Parks Act in order to apply regulations is an administrative action rather than a form of commemoration and is treated in the CPS Cultural Resource Management Policy.

3.4.4
National historic sites will be identified for acquisition in accordance with the following criteria:

(i) The site will be recognized as a significant commemorative addition to the network of national historic sites under the Minister's authority; and
- sufficient knowledge of this and related sites will exist to ensure that the integrity of the network of national historic sites will be maintained; and
- the site will include significant resources related directly to the purpose for which the

site is being commemorated, and these resources will possess sufficient integrity to make commemoration meaningful; and
- the benefits to the public in terms of knowledge and appreciation of Canadian history will be high, i.e. the site and/or its resources will have excellent potential for interpretation and, consequently, for illustrating an important aspect of Canadian history; and
- the site and/or its resources will be deemed to merit preservation by the federal government for the enjoyment of this and future generations.

(ii) A site may be acquired when, in the opinion of the Minister, based on a recommendation of the Historic Sites and Monuments Board of Canada, the site is of such exceptional or outstanding importance in Canadian history as to merit acquisition on grounds of significance alone.

3.4.5
In setting priorities for acquiring national historic sites, consideration will be given to:

- factors in the systems plan such as historical theme representation; and,
- potential for attracting visitors and generating tourism, particularly in the context of providing opportunities and encouragement for Canadians and visitors to Canada to better their knowledge of this country and its history by visiting all parts of Canada.

A site that is under threat may have a higher priority for acquisition than one which is not, providing that other criteria and factors are satisfied equally.

3.4.6
A national historic park may be established to preserve an object or objects of historic or scientific interest of national importance at a site which is not itself of national historic significance. When this occurs, the park will be established in a locality directly associated with the object or objects or their creator(s).

3.4.7
In response to a recommendation of the Historic Sites and Monuments Board of Canada, the Minister may propose to the Governor in Council that a national historic site be commemorated by the establishment of an historic museum. It is policy not to seek the establishment of an historic museum except where it is considered indispensable to achieving commemorative objectives.

Historic museums, where approved, will be established within, or adjacent to, places that have been declared to be of national historic significance. Structures built or used for interpretation or visitor reception are not historic museums, unless so designated by the Governor in Council.

3.4.8
National historic sites will be acquired by the Minister in accordance with the following guidelines:

- residents of the locality and the provincial or territorial government will be consulted;
- an impact assessment will be conducted to identify the effects of acquisition or establishment; and,
- the public will be encouraged to become involved in the acquisition and development of the national historic site.

3.5
Other Forms of Commemoration

The Historic Sites and Monuments Board of Canada may propose alternative forms of commemoration to the Minister, providing the alternative is formal, meaningful, appropriate and enduring.

4.0
Rescinding Commemoration

To maintain the integrity of the commemorative program, a designation of national historic significance or an approved form of commemoration may be revoked. Such action will be undertaken rarely, and then only when:

(i) the commemoration was based on the existence of resources that have since disappeared; or
(ii) the resources have fallen into such a state of disrepair as to nullify the reason(s) for the commemoration; or
(iii) the commemorative significance of the structure or site has been severely compromised as a result of having been moved and/or altered; or,
(iv) new research has determined that the reasons advanced for the original commemoration are no longer valid.

PROTECTING AND PRESENTING NATIONAL HISTORIC SITES

The protection and presentation of national historic sites, regardless of ownership, are major objectives of Canada's national commemorative program. In the case of national historic sites administered by the Canadian Parks Service, protection and presentation are fundamental to commemoration since without protection there can be no historic site to be enjoyed, and without presentation there can be no understanding of why the site is important to our history and, hence, to all Canadians.

Protecting and presenting national historic sites administered by the Canadian Parks Service is dealt with in the CPS Cultural Resource Management Policy. Cultural resource management is based on the ethic that respect for the legacy represented by resources should influence all actions and activities related to those resources, so that the people of Canada may benefit from and enjoy this legacy now and in the future.

HISTORIC CANALS POLICY

(PROPOSED)

The Historic Canals Policy represents an elaboration of the 1979 policy, building upon some ten years experience in managing these waterways for their historical and natural values, as well as for navigation. There is greater emphasis on appropriate frameworks for decision-making, particularly in the integration of local, regional, provincial and federal concerns, and in the conservation of nationally significant historical resources and important natural resources in places where there is intensive recreational use.

HISTORIC CANALS POLICY

Background

Objective

1.0
Navigation

1.1
Providing for Navigation

2.0
Resource Management

2.1
Planning for Resource Management and Use

2.2.
Protecting Cultural Resources

2.3
Protecting Natural Resources

2.4
Presentation

3.0
Appropriate Use

4.0
Working with Others

HISTORIC CANALS POLICY

BACKGROUND

Canals have been part of transportation in Canada since the building of three small canal locks at Sainte-Marie Among the Hurons in the 1640s to the present day operation of the St. Lawrence Seaway. Initially built for transportation, trade and in some cases defence, a number of Canada's canals no longer serve commercial purposes, but have developed into places to appreciate and enjoy our cultural and natural heritage through land and water based activities.

In recognition of this change from commercial transportation to heritage appreciation, the Government of Canada transferred the responsibility for a number of operating canals in the 1970s from the Minister of Transport to the Minister responsible for the Canadian Parks Service. These canals, now referred to as the historic canals, are managed to provide through navigation as well as for the protection and presentation of their cultural and natural resources.

The historic canals vary from single locks, such as the St. Peter's Canal in Nova Scotia, to complex systems of interconnected locks, channels and natural waterways, such as the Trent-Severn Waterway in Ontario. The latter canals have an impact that goes far beyond the movement of boats from one lock to another. They form extensive heritage corridors that link cities and towns and whose drainage basins encompass large geographical areas. In some cases, the management of these heritage corridors is subject to federal-provincial agreements.

A number of the historic canals, such as the Chambly in Quebec, have been declared to be of national historic significance by the Minister of the Environment, on the recommendation of the Historic Sites and Monuments Board of Canada. In addition, specific resources on certain historic canals have been declared to be of national historic significance. The locks, dams and blockhouses on the Rideau Canal in Ontario are examples of resources that have been so designated.

Providing opportunities and services for appropriate use of the historic canals is an important part of canal operations. The Canadian Parks Service will maintain a proper balance between appropriate use and heritage resource protection, so that the legacy these canals represent will be understood and appreciated. Consultation and cooperation are also important to the effective management of the historic canals. Various levels of government, as well as groups and concerned individuals, have a role in fostering public appreciation, enjoyment and understanding of the values represented by the historic canals.

OBJECTIVE

To foster appreciation, enjoyment and understanding of Canada's historic canals by providing for navigation; by managing cultural and natural resources for purposes of protection and presentation; and by encouraging appropriate uses.

1.0
Navigation

The historic canals are distinguished from other canal sites administered by the Canadian Parks Service because they are operated for purposes of through navigation as well as for their heritage values.

1.1
Providing for Navigation

1.1.1
Navigation forms an important part of the heritage character and heritage experience that these canals provide. However, structures, operating devices and procedures will not be modified to increase the capacity of historic canals.

1.1.2
Navigation will be maintained where adequate water is available, where public safety can be maintained and where the heritage character of a canal will not be diminished.

1.1.3
CPS will maintain adequate canal water depths, structures and aids in order to provide for navigation.

1.1.4
Water levels and flows required for navigation on the canals will be monitored and managed to minimize flooding and adverse resource impacts.

1.1.5
Historic canals that become non-navigable are no longer subject to the provisions of this policy, but will continue to be managed in accordance with other CPS policies.

2.0
Resource Management

The historic canals provide a range of opportunities for the public to enjoy activities on water and land, and to learn about aspects of Canada's cultural and natural heritage. As with all resources administered by the Canadian Parks Service, the cultural and natural resources are managed so as to protect and present the legacy that they represent.

Cultural resources form part of the historical context of the canals and, coupled with natural resources, provide a landscape whose heritage character should be protected, appreciated, enjoyed and understood. Natural landscapes and habitats along the canals complement the cultural resources and contribute to the environmental quality of the canals. Systematic management of the historic canals will provide for the protection, presentation and appropriate use of cultural and natural resources as well as for navigation.

2.1
Planning for Resource Management and Use

2.1.1
Management plans for each historic canal will treat the canal and its cultural and natural resources as an entity and will provide for present and future sustainable uses.

2.1.2
Public consultation is an inherent part of the planning for the management of historic canals, and opportunities will be provided for public contribution to the planning process.

2.1.3
Land acquisition will be made on the basis of approved plans or agreements and will be by mutual agreement with the owner. It is not the intention of the Canadian Parks Service to acquire additional lands, except where essential to the proper management of a canal.

2.1.4
Lands identified through a planning process as surplus to canal requirements may be disposed of subject, where necessary, to the application of reservations such as flooding rights.

2.1.5
CPS will encourage other agencies to contribute, by means of plans and zoning bylaws, to the protection of the heritage character of corridors formed by the canals and adjacent lands.

2.2
Protecting Cultural Resources

2.2.1
Cultural resources will be protected according to the Canadian Parks Service Cultural Resource Management Policy.

2.2.2
Manually operated devices on locks, bridges and dams will be retained as part of the historical and operational character and heritage experience of a canal.

2.2.3
Because of the heritage character of these canals, there may be an element of risk associated with their use. CPS will take reasonable precautions, but will not significantly alter historic fabric or intrude on the heritage character of a canal. Before any physical modification is contemplated, other nonintrusive options will be considered.

2.2.4
Where it is necessary for operational or safety purposes to modify a cultural resource that has been designated to be of national historic significance in a way that alters the qualities that give it significance, its designation will be reviewed and may be revoked in accordance with the policy on National Historic Sites.

2.2.5
CPS will encourage the protection of cultural resources on lands not under the authority of the Minister of the Environment that are adjacent to the canals.

2.3
Protecting Natural Resources

2.3.1
Natural resources will be protected in accordance with Canadian Parks Service policies.

2.3.2
Canals will be operated and maintained in ways that seek an appropriate balance between use and environmental impacts.

2.3.3
CPS will cooperate with and encourage others to protect ecologically related natural landscapes and habitats, including wetlands, on lands not under the

Minister of the Environment's authority that are adjacent to the canals.

2.3.4
CPS will monitor dredge and fill activities to ensure that wetland environments are protected.

2.4
Presentation

2.4.1
Presentation programs will be developed to provide the public with an appreciation of the significant values of individual historic canals, in order to foster enjoyment of their cultural and natural resources and to encourage an understanding of how these canals have contributed to the development of Canada.

2.4.2
All presentation, including visitor activities, relating to cultural and natural resources will be conducted in accordance with CPS policies.

2.4.3
The development and management of appropriate facilities, services and programs for visitor activities on the historic canals will be planned in a market sensitive manner.

2.4.4
Presentation programs, including visitor activities, will not impair resources and will stress the principle that cultural and natural resource conservation contributes to the public benefit and is a responsibility of the public as well as of CPS.

3.0
Appropriate Use

Appropriate uses and activities are defined as those that contribute to the public's appreciation and enjoyment of the historic canals, that respect the heritage character of canal resources, and that are compatible with public safety.

3.1
Compatible and appropriate uses of historic canals will be encouraged so that the land and water resources can be enjoyed in all seasons.

3.2
The use and operation of historic canals will be managed in accordance with the Heritage Canals Regulations.

3.3
The intensity, type and location of use of historic canals may be limited by notice or regulation to ensure visitor safety, enjoyment and resource protection.

3.4
Regulations necessary for public safety, navigation, and use of cultural and natural resources will be enforced by the appropriate authority.

3.5
Water that is surplus to navigation requirements may be used to meet the needs of recreation, wildlife conservation, power generation, municipalities or other appropriate uses.

3.6
Hydro-electric development proposals on lands under the Minister of the Environment's authority may be considered when they are consistent with the protection of cultural and natural resources. Such proposals will be subject to the Federal Environmental Assessment and Review Process as well as to public consultation.

3.7
Leases, licenses and permits for use of canal lands or water will specify any limitations to protect environmental quality, public safety, and the enjoyment of other canal users and residents. Commercial operations will be controlled and monitored. Special privileges that would result in unfair competition will not be granted.

3.8
To ensure the continued safeguarding of the public and of the heritage character of the canals, new applications for major works or for any significant change in the type or capacity of service offered by a commercial establishment will be subject to the Federal Environmental Assessment and Review Process, including public consultation.

4.0
Working with Others

In recognition of the actual and potential impact of the operation of the historic canals on others, the Canadian Parks Service will cooperate with individuals, agencies and groups to achieve its objectives. The involvement of others in the provision of certain appropriate services and facilities to the public, contributes to the achievement of CPS objectives in meeting public needs.

4.1
CPS will consult with tourism and recreational

groups, as well as other levels of government, in the identification of opportunities for the private sector to supply appropriate services and facilities on the historic canals.

4.2
Historic canals contribute to regional tourism. Where appropriate, CPS will participate in, and provide leadership to, selected community and interagency tourism initiatives.

4.3
CPS recognizes that the management of historic canals has a social and economic impact on adjacent lands and other jurisdictions, and will work with local, provincial and other federal agencies to assist in the planning, protection and presentation of cultural and natural resources in the regions adjacent to the historic canals.

4.4
CPS will cooperate with the appropriate provincial authorities in their management of renewable natural resources that are harvested on lands and waters under the Minister of the Environment's authority.

FEDERAL HERITAGE BUILDINGS POLICY

(PROPOSED)

This policy describes the federal government's policy for the identification and conservation of its own heritage buildings. It is included herein because the Minister of the Environment, acting through the Federal Heritage Buildings Review Office administered by the Canadian Parks Service, is responsible for designating federal heritage buildings and for informing custodial departments of the degree of protection that those buildings require. This policy is a public statement of the Treasury Board "Policy on Heritage Conservation of Federal Buildings", and reflects the broader role of the Canadian Parks Service in the federal government's overall heritage conservation program.

FEDERAL HERITAGE BUILDINGS POLICY

Background

Objective

1.0
Designation of Federal Heritage Buildings

1.1
Identification

1.2
Evaluation

1.3
Registration

2.0
Review of Proposed Interventions to Federal Heritage Buildings

2.1
Classified Buildings

2.2
Recognized Buildings

2.3
Conflict Resolution Concerning Reviews of Interventions

3.0
Consultation and Monitoring

FEDERAL HERITAGE BUILDINGS POLICY

BACKGROUND

Our architectural heritage is a part of what makes us proud to be Canadians. It enriches the landscape around us, and situates us in time and space. It tells us about our past and our present, strengthening our sense of identity and reflecting that identity in all its diversity.

This architectural heritage is both important and irreplaceable. As such it must be identified and protected if it is to benefit the lives of future generations in the way that it has benefited our lives and the lives of generations past. In recent years there has been a steadily growing interest in protecting this architectural heritage, on the part of citizens as well as governments. The government of Canada has committed itself to taking the steps necessary to identify and to protect its own heritage buildings.

In the 1970s the Canadian Parks Service was charged with developing a policy proposal to identify those federal buildings that represent an important part of our national heritage, and to provide for the conservation and sustainable uses of these buildings. Cabinet approved this policy in 1982, and Treasury Board subsequently issued an administrative policy providing direction for its implementation. A number of buildings have already been designated as "federal heritage buildings", among them, Old Government House in Fredericton, the Grande Allée Drill Hall in the city of Québec, the former Kingston Post Office, and Royal Roads Military College in Victoria.

Implementation of the Federal Heritage Buildings Policy is the responsibility of the Minister of the Environment, who works through the Federal Heritage Buildings Review Office, an interdepartmental advisory body that has been established within the Canadian Parks Service of Environment Canada. This Office consists of members from Environment Canada, Public Works Canada, the Secretariat of the Treasury Board, the custodial department of the building in question, and the National Capital Commission when the buildings under study are located within the National Capital Region. The policy applies to all federal departments and to certain agencies that are responsible for real property, as well as to those branches designated as departments for the purposes of the Financial Administration Act.

The Federal Heritage Buildings Policy provides for the designation of federal heritage buildings and for the determination of their heritage character. This character includes the distinct characteristics that give buildings their importance, their quality, style or uniqueness. The policy also provides for the planning and review, on a case by case basis, of any proposed intervention that might affect the heritage character of designated buildings, as well as for the resolution of any conflict that might arise between custodial departments and the Federal Heritage Buildings Review Office. The policy also encourages consultation between custodial departments and experts in building conservation.

The federal government's purpose in devising this policy is to identify and protect federal heritage buildings in ways that respect their heritage value and are attentive to local, regional, provincial and territorial priorities for heritage protection; to provide continuing protection to federal heritage buildings which may leave its ownership; to encourage others to conserve buildings that are of heritage interest to them; and to promote the application of cultural resource management principles and practices in the treatment of federal heritage buildings.

OBJECTIVE

To protect federal heritage buildings in the interest of present and future generations by promoting the long-term use of these buildings in ways that respect their heritage character.

1.0
Designation of Federal Heritage Buildings

Under the policy, all federal buildings 40 years old or older for which alteration, demolition, or disposal are planned must be identified and referred to the Federal Heritage Buildings Review Office for evaluation, in order to determine if the buildings have heritage value. Also to be evaluated are buildings 40 years old or older whose acquisition is being contemplated. Federal buildings that have already been declared of national historic significance under the Historic Sites and Monuments Act will not for that reason alone be designated federal heritage buildings, since what is identified as being of national historic significance may be different from what the Federal Heritage Buildings Review Office identifies as being of heritage value. Buildings of national

historic significance must therefore be evaluated on the same basis as any other building.

1.1
Identification

Ministers of departments to which this policy applies, including the Minister of the Environment, will identify for evaluation by the Federal Heritage Buildings Review Office all federal buildings in their custody 40 years old or older for which an intervention is planned. Departments and members of the public may request at any time that a federal building 40 years old or older be evaluated.

1.2
Evaluation

1.2.1
The Federal Heritage Buildings Review Office will evaluate the identified buildings to determine if they merit heritage designation. The Canadian Parks Service will prepare research that addresses historical, architectural and environmental criteria, as well as any other relevant information, as a basis for this evaluation.

1.2.2
A building evaluated as a heritage building will be recommended for designation as a "classified" or as a "recognized" Federal Heritage Building. A classified building has the highest heritage significance and will be protected; a recognized building has the second highest significance and its protection will be encouraged.

1.3
Registration

1.3.1
The Federal Heritage Buildings Review Office will convey the recommended designation (classified or recognized) to the custodial department. The recommendation will be accompanied by a statement of heritage character.

1.3.2
Where the custodial department concurs with the recommendation, the Minister of the Environment will be asked to approve the designation. Where the custodial department does not concur, the Minister of the Environment will decide the matter. In the case of a building located in the National Capital Region, the designation will be made through a recommendation of the Chairman of the National Capital Commission.

1.3.3
A federal building which has been designated classified or recognized will be entered in the Register of Federal Heritage Buildings, along with a statement of its heritage character. A visible marker of its status as a federal heritage building may also be provided.

2.0
Review of Proposed Interventions to Federal Heritage Buildings

An intervention is defined as an action that may have an impact on the heritage character of a classified or recognized heritage building. Intervention includes alteration, demolition and disposal. Interventions will be reviewed only after a building has been evaluated. The review is based on the statement of heritage character and is conducted in accordance with established criteria and a body of standards. The review process varies depending on whether the designation is "classified" or "recognized".

2.1
Classified buildings

2.1.1
The custodial department will submit to the Federal Heritage Buildings Review Office any concept proposal that involves an intervention.

2.1.2
The Federal Heritage Buildings Review Office will review the proposal on the basis of established criteria and standards in order to determine the potential effects on the heritage character of the building. If effects on the heritage character are likely to occur, detailed design proposals will be examined. When the review is complete, the Office will make its recommendations to the custodial department.

2.2
Recognized buildings

2.2.1
The custodial department will submit to the Federal Heritage Buildings Review Office any proposals for demolition or disposal, and the Office will ensure that alternatives have been adequately explored. If demolition is proposed, the Office will look into the possibility of recording the building and, in the case of disposal, the Office will seek means of providing continuing protection.

2.2.2
For all other interventions, the responsibility for reviewing proposals, plans and specifications will rest with the custodial department of the building in question, which will use the same review standards and criteria as the Federal Heritage Buildings Review Office.

2.3
Conflict Resolution Concerning Reviews of Interventions

Where there is an impasse concerning proposed interventions, the Ministers concerned will resolve the matter.

3.0
Consultation and Monitoring

The Federal Heritage Buildings Review Office will encourage consultation between custodial departments and experts in building conservation and will monitor the actions of custodial departments.

HERITAGE RAILWAY STATIONS POLICY

(PROPOSED)

This policy grows out of the Heritage Railway Stations Protection Act, which was passed in 1988. It describes how the Minister of the Environment, working through the Canadian Parks Service and the Historic Sites and Monuments Board of Canada, proposes to implement the legislation. The Heritage Railway Stations Protection Act resulted from the dedicated efforts of heritage activists and individual parliamentarians from all parts of the country. It represents a significant addition to the nation's heritage preservation legislation since it extends statutory protection to property owned by companies subject to federal regulation.

HERITAGE RAILWAY STATIONS POLICY

Background

Objective

1.0
Designation of Heritage Railway Stations

1.1
Identification

1.2
Evaluation

1.3
Registration

2.0
Review and Authorization of Proposed Interventions

3.0
Monitoring

HERITAGE RAILWAY STATIONS POLICY

BACKGROUND

For more than a century, railway stations have been an integral part of the Canadian landscape. Not only do they stand as testimony to Canada's development, but to many Canadian communities they are an important source of pride. That a great many Canadians feel an attachment to these railway stations is shown by their enthusiastic efforts to preserve them.

Until the late 1980s public efforts to preserve railway stations were hindered by the absence of legislation. As most railway stations are owned or controlled by federally regulated railway companies, they are not subject to the various provincial laws that protect heritage. In 1988 Parliament passed a private member's bill to protect these railway stations. The Heritage Railway Stations Protection Act was given Royal Assent in September, 1988.

The Heritage Railway Stations Protection Act requires federally regulated railway companies to obtain authorization from the Governor in Council before removing, destroying, altering or disposing of a heritage railway station, and before altering any of the heritage features of the station. It also allows for timely public involvement in opposing those interventions that are seen as potentially deleterious to a heritage railway station or its heritage features. The Act provides for heavy fines for infractions.

The Heritage Railway Stations Policy is based on the Heritage Railway Stations Protection Act. Responsibility for the implementation of the Act and this policy has been given to the Minister of the Environment, who is supported by the Historic Sites and Monuments Board of Canada and the Canadian Parks Service.

The Heritage Railway Stations Policy promotes consultation, dialogue and public participation in the pursuit of the shared goal of identifying and conserving the built heritage. The Policy establishes processes for identifying and evaluating heritage railway stations; for specifying, where applicable, the features that give them heritage value, and for reviewing on a case-by-case basis any intervention that might affect them or their heritage features. The federal government encourages railway companies that own or control these stations to apply cultural resource management methods in their treatment of them, and hopes to set an example to others in conserving aspects of Canada's built heritage.

OBJECTIVE

To protect heritage railway stations for the benefit of present and future generations, by ensuring that these railway stations and the features that represent their heritage character are preserved.

1.0
Designation of Heritage Railway Stations

Under this policy, only railway stations 40 years old or older that are owned or controlled by railway companies subject to the Railway Act will be considered eligible for designation; this includes the Canadian National Railway Company with respect to both its own railways and Government of Canada railways which it manages and uses.

1.1
Identification

1.1.1
The railway companies and the general public will be encouraged to propose eligible railway stations to the Minister for designation.

1.1.2
The Canadian Parks Service will carry out the research necessary for the identification and evaluation of eligible railway stations.

1.2
Evaluation

1.2.1
The Historic Sites and Monuments Board of Canada will evaluate eligible stations in accordance with established historical, architectural and environmental criteria, based on research prepared by the Canadian Parks Service and on other relevant information. National historic significance is not a criterion.

1.2.2
The Board will advise the Minister whether a station should be designated a heritage railway station. If the recommendation is positive, the Board may also recommend designation for certain features of the station.

1.3
Registration

1.3.1
Once the Minister has approved a positive recom-

mendation from the Board, a station is designated as a heritage railway station and, where applicable, certain of its features are designated as heritage features.

1.3.2
A designated station will be entered in the Register of Heritage Railway Stations, maintained by the Canadian Parks Service, along with a statement of its heritage character. The building will be provided with a visible marker of its status as a station protected under federal legislation.

2.0
Review and Authorization of Proposed Interventions

A heritage railway station cannot be destroyed, removed, disposed of or altered, nor can its heritage features be altered, without the authorization of the Governor in Council. Alterations required to meet an emergency, or the disposal of a station to a railway company to which the Act also applies, do not need to be reviewed.

2.1
A railway company that proposes an intervention to a Federal Heritage Railway Station must give written public notice of such intention.

2.2
The Canadian Parks Service will review proposed interventions in accordance with established criteria in order to determine their impact, if any, on the heritage railway station or on any of its heritage features. CPS may give advice to railway companies in this regard.

2.3
The public may signify its objection to proposed interventions by filing a notice with the Minister, setting out the reasons for objection and the pertinent facts on which the objection is based.

2.4
When a notice of objection has been filed with the Minister, the Minister may refer the matter to the Historic Sites and Monuments Board of Canada.

2.5
In reviewing objections, the Board may convene a public meeting to give all interested persons a reasonable opportunity to make representations to it.

2.6
The Minister will be advised of the results of the review by CPS or by the Historic Sites and Monuments Board of Canada.

2.7
The Minister will recommend to the Governor in Council approval or rejection of the proposed intervention, or approval of a modified intervention, and will inform the railway company and interested members of the public.

2.8
If the recommendation is approved, the Governor in Council may authorize the railway company to carry out the proposed or modified intervention, under such terms and conditions as the Governor in Council deems appropriate.

3.0
Monitoring

The Canadian Parks Service will ensure compliance with regulations under the Act, and that work is carried out in conformity with authorized terms and conditions. The Canadian public will play a monitoring role by demonstrating its interest in the conservation of this aspect of our cultural heritage.

PART III

CULTURAL RESOURCE MANAGEMENT POLICY

(PROPOSED)

This section of the policy represents a major innovation with respect to the 1979 Parks Canada Policy, and reflects the status of the Canadian Parks Service, both nationally and internationally, in the field of cultural heritage management. It proposes a holistic approach to resource management that integrates the protection and presentation of cultural resources. The policy will apply to all cultural resources administered by the Canadian Parks Service, and consequently this policy is a necessary complement to the policies on national historic sites, historic canals, national parks, and national marine parks.

CULTURAL RESOURCE MANAGEMENT POLICY

Background

Objective

1.0
Principles of Cultural Resource Management

1.1
Principles of Value

1.2
Principles of Public Benefit

1.3
Principles of Understanding

1.4
Principles of Respect

1.5
Principles of Integrity

2.0
The Practice of Cultural Resource Management

2.1
Inventory of Resources

2.2
Evaluation of Resources to Determine Cultural Resources and their Historic Value

2.3
Consideration of Historic Value in Actions Affecting Cultural Resources

2.4
Monitoring and Review of Ongoing Activities

3.0
Activities of Cultural Resource Management

3.1
Corporate Direction

3.2
Planning

3.3
Research

3.4
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3.4.1
General

3.4.2
Maintenance

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Preservation

3.4.4
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3.5
Presentation

3.5.1
General

3.5.2
Interpretation

3.5.3
Special Programs and Events

3.5.4
Services and Facilities

CULTURAL RESOURCE MANAGEMENT POLICY

BACKGROUND

The Canadian Parks Service is one of the principal cultural resource management agencies in Canada. It is responsible for a vast array of cultural resources in public settings at national parks (includes national marine parks), national historic sites, and historic canals, as well as in collections and at other properties that it administers.

Cultural resource management is an integrated and holistic approach to the management of cultural resources. It applies to all activities that affect cultural resources administered by the Canadian Parks Service, whether those activities pertain primarily to the care of cultural resources or to the promotion of public understanding, enjoyment and appropriate use of them.

For the Canadian Parks Service a cultural resource is a human work, or a place that gives evidence of human activity or has spiritual significance, and that has been determined to be of historic value. Cultural resources are distinguished from other resources by virtue of their assigned historic value. The Canadian Parks Service may apply the term cultural resource to a wide range of resources in its custody, including, but not limited to, cultural landscapes and landscape features, archaeological sites, structures, engineering works and artifacts.

Frequently, cultural resources occur in complexes or assemblages. Such assemblages might include movable and immovable resources, resources that are above ground and below, on land and in water, and whose features are both natural and fabricated.

Because the term cultural resource embraces the whole as well as the parts that make up the whole, cultural resource management operates on two levels. It applies to the overall management of a national historic site or an historic canal (which can be considered as cultural resources), as well as to the individual cultural resources that are contained in a national historic site, national park or historic canal.

The challenges of managing cultural resources for public benefit are considerable. By their very nature, the most significant and precious cultural resources are those whose protection and public presentation are most desirable. In its commitment to resource protection the Canadian Parks Service must determine how best to promote visitation and public understanding of cultural resources, without diminishing the qualities that give those resources their value. The Canadian Parks Service must respond to the needs and interests of the visitor while safeguarding the fragile and irreplaceable resources being visited. It must encourage appropriate use of cultural resources while not consuming those resources. It must integrate the management of the cultural and the natural realms. Finally, it must determine the most effective means of protection and presentation within available financial and human resources.

Cultural resource management depends on a strong corporate or organizational ethic embodied in a set of principles. In its practice, cultural resource management integrates professional, technical and administrative activities to ensure that cultural resources are identified and evaluated, and that their historic value is duly considered in all actions that might affect them.

Canadian efforts to protect and present cultural resources for public benefit are part of a world-wide endeavour to protect, understand and appreciate our human heritage. In its stewardship of treasures of national historic significance as well as of other valued cultural resources, the Canadian Parks Service acts within a national and international community of agencies who share the responsibility of managing our human heritage for public benefit. In so doing, the Canadian Parks Service both contributes to and benefits from the development of a national and international body of principles and practices of cultural resource management.

To promote awareness of good cultural resource management the Canadian Parks Service encourages the application by others of its principles and practice, in particular by making this policy available to other trustees of cultural heritage, including the owners of properties designated as being of national historic significance.

OBJECTIVE

To manage for public benefit cultural resources administered by the Canadian Parks Service.

1.0

Principles of Cultural Resource Management

In managing cultural resources the Canadian Parks Service will adhere to principles of value, public benefit, understanding, respect, and integrity, and will proceed on a case-by-case basis. These principles are not mutually exclusive; they share common elements and work most effectively when considered as a whole rather than individually.

The principles of this policy apply to all agreements that CPS makes with others respecting the management of cultural resources.

The guidance provided by these principles is made more explicit in directives, manuals, standards and guidelines developed by CPS.

1.1

Principles of Value

1.1.1

In the Canadian Parks Service, resources that have historic value are called cultural resources. It is for this value that cultural resources will be safeguarded and presented for public benefit.

1.1.2

While all cultural resources are valued, some cultural resources are deemed to be of the highest possible value and will be protected and presented accordingly.

- CPS will value most highly those cultural resources of national historic significance.

1.1.3

Cultural resources rarely occur in isolation. They often derive their value from being part of a place or a site.

- CPS will value cultural resources in their context and will consider resources as a whole as well as discrete parts.

1.1.4

A cultural resource whose historic value derives from its witness to many periods in history will be respected for that evolution, not just for its existence at a single moment in time.

- CPS will reveal an underlying or previous physical state of an object, structure or site at the expense of later forms and material only with great caution; when historic value is clearly related to an earlier form, and when knowledge and existing material of that earlier form allow.

1.1.5

A cultural resource that derives its historic value from the interaction of nature and human activities will be valued for both its cultural and natural qualities.

1.1.6

Natural resources frequently form an integral part of the history and landscape of national historic sites and historic canals. Natural resources in national historic sites and historic canals will be valued in a manner that reflects the role of CPS as a major environmental steward.

- CPS will conduct a natural resource inventory on lands and waters within national historic sites and historic canals to determine the state of the natural resource base and to identify natural resources of special significance that should be protected.
- Critical wildlife habitat of species that have been designated as rare, threatened or endangered by the Committee on the Status of Endangered Wildlife in Canada (COSEWIC), or by the province or territory in which the area is located, will be protected.
- Natural resources, which by virtue of their strategic location and other physical or biological characteristics are of value to Environment Canada and to other government agencies involved in environmental monitoring and programs to maintain biodiversity and genetic resources in Canada, will be protected.
- Natural resources of special significance will be managed in accordance with the principles and relevant policies regarding the protection and management of natural resources set out in section 3.0 of the National Parks Policy, and by the applicable directives and procedures used to guide the management of natural resources in the national parks.
- Sites and canals with extensive areas may be zoned in order to indicate the types of activities that are appropriate in different parts of the site or canal.

1.2
Principles of Public Benefit

1.2.1
Cultural resources are dedicated and held in trust so that present and future generations may enjoy and benefit from them.

- Public benefit of cultural resources will be most appropriately achieved by the protection and presentation of that which is of national historic significance.
- The continuing public benefit of a resource will be assured through ongoing maintenance and care.

1.2.2
To understand and appreciate cultural resources and the sometimes complex themes they represent, the public will be provided with information and services that effectively communicate the importance and value of those resources and their themes.

- The Canadian Parks Service will present the history and cultural heritage of its national parks, national historic sites and historic canals in ways that recognize the nature and interests of the public it serves.

1.2.3
CPS will encourage appropriate visitor use and public involvement in the presentation of cultural resources at national parks, national historic sites and historic canals.

- Appropriate uses of cultural resources will be those uses and activities that respect the historic value and physical integrity of the resource, and that promote public understanding and appreciation.
- Information about cultural resources will be made available except in cases where a particularly fragile cultural resource (certain archaeological remains, for example) might be threatened.
- In the interest of long term public benefit, new uses that threaten cultural resources of national historic significance will not be considered, and existing uses which threaten them will be discontinued or modified to remove the threat.

1.3
Principles of Understanding

1.3.1
The care and presentation of cultural resources require knowledge and understanding of those resources, the history they represent, and the nature, interests, and expectations of the public for whom the resources are held in trust.

- Cultural resource management activities in the Canadian Parks Service will be based on professional and technical knowledge, skills and expertise.
- CPS will integrate the contributions of relevant disciplines in planning and implementing cultural resource management, and will place a particular importance on interdisciplinary teamwork.
- Adequate research and investigation will precede any action that might affect cultural resources and their presentation.

1.3.2
The importance of genuine public understanding, appreciation and enjoyment of cultural resources will be recognized.

- CPS will determine the nature and various interests of the public to develop effective means of communication.

1.3.3
Information about cultural resources will be recorded and those records will be maintained for the future.

- CPS will maintain up-to-date inventories and dossiers on its cultural resources. Dossiers will contain basic data and related documentation, including the results of research and evaluation, records of decision and actions taken. Heritage recording will be carried out on cultural resources of national historic significance.
- When faced with loss due to human or natural forces and when long-term stabilization or salvage is not possible, cultural resources will be recorded and documented to preserve a public record.

1.3.4
CPS will avoid actions that reduce the potential for future understanding and appreciation of a cultural resource and the legacy that it represents.

1.4
Principles of Respect

1.4.1
Those who hold our heritage in trust are responsible for passing on that heritage in ways that maintain its

potential for future understanding, appreciation and study. As an irreplaceable part of this heritage, cultural resources will be managed with continuous care and with respect for their historic character; that is, for the qualities for which they are valued.

- The Canadian Parks Service will respect the distinguishing features that constitute the historic character of a cultural resource.
- Uses of cultural resources will be respectful of, and compatible with, their historic character. This applies equally to the use of landscapes and structures, the display or use of artifacts and to public activities affecting cultural resources.
- Appropriate visitor activities and public uses of cultural resources at national parks, national historic sites and historic canals will respect the resources and be consistent with the purpose, themes and objectives of the park, site or canal.

1.4.2
Trustees are obliged to act in ways that best ensure the continued survival of the resource, with minimum deterioration.

- CPS will respect cultural resources by using the least destructive and most reversible means to accomplish objectives. Variance from the path of least intrusive action must be justified.
- Respectful, preventive and continuing maintenance will form an indispensable part of cultural resource management in CPS.

1.5
Principles of Integrity

1.5.1
The Canadian Parks Service will present the past in a manner that accurately reflects the range and complexity of the human history commemorated at or represented in a national historic site, historic canal or national park.

- Evidence that is specific to a resource or site will always be preferred to general evidence of a type or period.
- There are times when one may have to rely on evidence that is indirect, but which is consistent with what is highly probable in the light of known facts and patterns. CPS will permit conservation and interpretation based on such evidence only when the activities founded thereon are based on extensive professional and/or technical knowledge, when they are carefully documented and recorded, and when, with respect to the physical features that constitute the historic character of a cultural resource, they are reversible.
- The use of indirect or comparative evidence will be acknowledged.
- Depictions of the past without basis in knowledge will not be considered.

1.5.2
Cultural resources should be distinguishable from, and not overwhelmed by, efforts to enhance and present them. New work of all kinds will be distinguishable from the work of the past.

- New work will be sensitive to the historic character of the resource or resources of which it forms a part and will not overwhelm those resources.
- Reconstructions and reproductions of past forms should not be confused with what is genuinely the work of the past. Reproductions and reconstructions will be suitably marked so as to distinguish them from the original.

2.0
The Practice of Cultural Resource Management

The Canadian Parks Service will apply the principles of this policy within a practical framework of cultural resource management. The practice of cultural resource management is not itself a formal process distinct from the activities and processes in place in CPS; rather, it integrates those activities and processes.

The practice of cultural resource management requires that four elements be in place in all decision-making that affects cultural resources:

i) the inventory of resources;
ii) the evaluation of resources to determine which are to be considered as cultural resources and what it is that constitutes their historic value;
iii) the consideration of historic value in actions affecting conservation and presentation; and,
iv) monitoring and review to ensure that conservation and presentation objectives continue to be met effectively.

The practice of cultural resource management provides a framework for decision-making rather than a set of predetermined answers. Its aim is to ensure that the historic character for which resources are valued is identified, recognized, considered and communicated.

The practice of cultural resource management in CPS recognizes those international conventions and federal policies that encourage the consideration of heritage value in management; for example, the World Heritage Convention, the Environmental Assessment and Review Process, the Policy on Federal Heritage Buildings and the Federal Policy on Land Use.

2.1
Inventory of Resources

All resources administered by the Canadian Parks Service will be given initial consideration as cultural resources within the meaning of this policy.

2.1.1
CPS will develop and maintain inventories of all the resources it administers for the purpose of determining which resources should be identified as cultural resources.

2.1.2
All buildings under CPS authority that are 40 years old or older will be identified for the purposes of applying the Policy on Federal Heritage Buildings.

2.2
Evaluation of Resources to Determine Cultural Resources and their Historic Value

Evaluation enables the Canadian Parks Service to determine which resources are cultural resources and what it is that constitutes their value; that is to say, what distinctive qualities and features make up the historic character of a cultural resource. An understanding of the historic character of a resource focuses the program's efforts at protection, presentation and appropriate use.

For the purposes of this policy, Ministerial plaques and monuments will be considered as cultural resources and managed as such.

CPS will evaluate resources for their historical associations, their aesthetic and functional qualities and their relationships to social and physical environments, for purposes of determining which of the following three levels should be ascribed to a resource:

2.2.1
Level I:

National historic significance is the highest level assigned to a cultural resource in the custody of the Canadian Parks Service. National historic significance will be determined in accordance with the Policy on National Historic Sites. It should be noted that there are national historic sites within the boundaries of national parks and that a number of the historic canals are also national historic sites.

2.2.1.1
Evaluation to determine national historic significance is undertaken by the Historic Sites and Monuments Board of Canada. Its recommendation to the Minister of the Environment, and any subsequent Ministerial designation, may specify which resources within a designated national historic site are themselves of national historic significance.

2.2.1.2
Where a Ministerial designation is not specific with respect to the national historic significance of resources at a national historic site, the program will apply the commemorative intent of the designation to determine which resources are to be specifically considered of national historic significance.

2.2.2
Level II:

A resource that is not of national historic significance may have historic value and thus be considered a cultural resource.

2.2.2.1
The Canadian Parks Service will establish and apply criteria to determine which resources are Level II. A resource may be included in this category by virtue of its historical, aesthetic or environmental qualities. Buildings that are designated "classified" or "recognized" in accordance with the Policy on Federal Heritage Buildings will be considered as Level II cultural resources.

2.2.2.2
Criteria will also give consideration to such factors as regional or local association; or provincial, territorial or municipal designations.

2.2.3
Level III:

While all resources under the administration of the Canadian Parks Service deserve initial consideration as cultural resources, resources that are determined, upon evaluation, not to meet criteria established for Levels I and II are exempted from this policy, and will be managed under other appropriate processes and policies.

2.2.3.1
Resources evaluated and deemed not to be of historic value may be re-evaluated at a later date.

2.3
Consideration of historic value in actions affecting cultural resources

Cultural resource management requires that the concept of historic value of cultural resources be fully integrated into the planning and delivery of conservation, presentation and operational programs.

2.3.1
Planning processes will recognize that resources of national historic significance are of highest value to the Canadian Parks Service, and that resources of historic value are at the second level of importance.

2.3.2
In all actions that affect cultural resources, CPS will consider the potential consequences of proposed actions on the historic character of those resources and will plan and implement measures that respect that historic character.

2.3.3
CPS will use the Federal Environmental Assessment and Review Process as a mechanism to assess and consider the potential negative consequences of proposed actions on cultural resources.

2.3.4
Interventions proposed by CPS to buildings designated *classified* under the Policy on Federal Heritage Buildings will be submitted for review to the Federal Heritage Buildings Review Office.

2.3.5
In the case of buildings designated *recognized* under the Policy on Federal Heritage Buildings, interventions proposed by CPS will be reviewed by CPS, except for disposals and demolitions which will be submitted for review to the Federal Heritage Buildings Review Office.

2.3.6
Because the policies on National Historic Sites and Federal Heritage Buildings are not identical, consideration of a building under one policy will not preclude its consideration under the other. A building may be designated under one policy and not under the other.

2.4
Monitoring and review of ongoing activities

Management processes will include the review and monitoring of activities that affect cultural resources and their presentation.

3.0
Activities of Cultural Resource Management

3.1
Corporate Direction

The Canadian Parks Service will ensure the application of the principles and practice of cultural resource management in all activities that may affect cultural resources and the historic character of those resources.

3.2
Planning

Effective planning sets out the ways and means by which cultural resources will be cared for and presented. Planning activities flow from policy objectives and adhere to policy principles. Through these activities the Canadian Parks Service ensures that the elements of good cultural resource management practice are in place in all systems and processes.

Long-range direction for the management of the cultural resources at each national park, national historic site and historic canal, is established through the processes of management and service planning. Collections are managed through other appropriate planning processes.

3.2.1
Given the multidisciplinary nature of cultural resource management, planning practices will integrate in a timely fashion the contributions of responsible disciplines.

3.2.2
Management planning for a national historic site will be based on the commemorative objectives that led to the designation and acquisition of the site. Primary themes developed in the course of management planning will be consistent with that designation.

Where, as a result of further research, it is determined that a primary theme should be changed, CPS will refer the subject to the Historic Sites and Monuments Board of Canada.

3.2.3
Management planning that affects cultural resources in national parks will deal with cultural resources on the basis of this policy and will be consistent with human history themes established for a park.

3.2.4
Because cultural resources are managed for public benefit, public consultation is essential in planning. The principles of this policy will form part of the terms of reference for all public consultation regarding the management of cultural resources in CPS.

3.2.5
CPS will cooperate actively with other appropriate agencies with respect to shared cultural resource management concerns in land use planning, tourism and marketing.

3.2.6
If, following the acquisition or establishment of a national park, national historic site or historic canal, additional lands or objects are required to meet program objectives, these will be identified and acquired in accordance with established authorities and planning processes.

3.2.7
A national historic site administered by CPS may be set aside pursuant to Part 2 of the National Parks Act to apply regulations under that Act.

3.3
Research

Ongoing research and investigation will be carried out in professional and technical domains, as they are essential to the success of cultural resource management. In particular, research activities will help achieve conservation objectives, high quality interpretation and public programs.

3.3.1
Research and the results of research will be the basis for activities that have an impact on cultural resources and their presentation.

3.3.2
Results of research will be made available to the public in the form of publications and other media.

3.3.3
The Canadian Parks Service will cooperate with other professionals, research agencies and individuals to achieve mutual objectives.

3.4
Conservation

Conservation encompasses the activities that are aimed at the safeguarding of a cultural resource so as to retain its historic value and extend its physical life. There are within the Canadian Parks Service conservation disciplines that address different kinds of cultural resources. All share a broad concept of conservation that embraces one or more strategies that can be placed on a continuum that runs from least intervention to greatest; that is, from maintenance to modification of the cultural resource.

3.4.1
General

3.4.1.1
In planning conservation activities the Canadian Parks Service will ensure first and foremost the basic protection of its cultural resources. With regard to cultural resources the highest obligation is to the protection and presentation of resources of national historic significance.

3.4.1.2
In undertaking conservation activities CPS is especially cognizant of the principles of respect for the existing form and material that constitute the historic character of a cultural resource. Conservation activities will therefore involve the least possible intervention to achieve objectives.

3.4.1.3
In determining the most appropriate treatment for a cultural resource or a complex of cultural resources, CPS will strike a balance between protection of existing fabric and enhancement, through modification, for public understanding. Respect for the historic character of a resource will be the central consideration in determining the point of balance.

3.4.1.4
In determining the most appropriate conservation treatment, consideration will be given to the following factors:

i) the historic character of the cultural resource as determined through evaluation;
ii) the physical condition, integrity and context of the resource;
iii) the impact of the treatment on the integrity of historic fabric and character;
iv) available documentation and information;

v) the opportunities for presentation and potential appropriate uses of the resource; and,
vi) available financial and human resources.

3.4.1.5
Activities involving some replacement are the most interventionist of conservation activities and will be the last to be considered.

3.4.1.6
For CPS, the reproduction, reconstruction or replication of a cultural resource will be considered as an interpretative option, not as a conservation activity. These activities are addressed in section 3.5.2 on Interpretation.

3.4.2
Maintenance

Conservation involves not just a once-in-a-lifetime intervention to a cultural resource but equally its routine and cyclical maintenance. The Canadian Parks Service will employ conservation maintenance to mitigate wear and deterioration without altering the performance, integrity or appearance of a resource.

3.4.3
Preservation

Preservation encompasses conservation activities that consolidate and maintain the existing form, material and integrity of a resource. Preservation includes short-term protective measures as well as long-term actions to retard deterioration or prevent damage. Preservation extends the life of the resource by providing it with a secure and stable environment.

Preservation activities will involve the least possible physical intervention and, in the case of interim measures, be as reversible as possible, so as not to jeopardize long-term conservation options. In the case of long term measures, preservation activities ensure the stability and security of a resource so that it can be kept serviceable through routine maintenance.

3.4.4
Modification

Modification encompasses conservation activities that may change the existing form or materials through treatments, repair, replacement of missing or deteriorated parts, or recovery of earlier known forms and materials. It involves a higher level of intervention than preservation.

Modification may be undertaken in order to satisfy new uses or requirements, compatible with the historic character of a resource, as in the case of appropriate adaptive re-use of a structure; or to reveal, recover or represent a known earlier state of a resource, which is called restoration. Modification may involve some replacement of fabric.

3.4.4.1
The Canadian Parks Service will base modification on a sound knowledge of, and respect for, the historic character of the resource; particularly as that character is expressed by the existing form and material of the resource.

3.4.4.2
CPS will assess and consider the impact of proposed modification activities on the historic character of cultural resources, and will identify and consider the consequences of modification.

3.4.4.3
Restoration is a modification activity that will require clear evidence and detailed knowledge of the earlier forms and materials being recovered.

3.4.4.4
In the case of sites and structures, modification may include the activities of period restoration, and of rehabilitation for purposes of safety, property protection and access.

i) Period restoration is the accurate recovery of an earlier form, fabric and detailing of a site or structure based on evidence from recording, research and analysis, through the removal of later additions and the replacement of missing or deteriorated elements of the earlier period. Depending on the degree of intervention, period restoration may be a presentation rather than a conservation activity.
ii) Rehabilitation is the modification, including adaptive re-use, of a resource to meet various functional requirements while preserving the historic character of the structure.

3.4.4.5
In the case of artifacts, modification includes removal of the products of deterioration such as corrosion, repair, and the infilling of missing parts. Modification also includes restoration, which returns the object or specimen to a known earlier visual state, using compatible construction methods and materials.

3.5
Presentation

Presentation encompasses activities, facilities, programs and services, including those related to interpretation and visitor activities, that bring the public into contact, either directly or indirectly, with national historic sites, national parks and historic canals. CPS presents these places by promoting awareness of them, by encouraging visitation, by disseminating information about them and about opportunities to enjoy them, by interpreting them and their wider significance to visitors and non-visitors, by providing opportunities for appropriate visitor use and public involvement, and by providing essential services and facilities.

3.5.1
General

The presentation of cultural resources offers the public a wide range of opportunities to understand, appreciate and enjoy those resources. The provision of such opportunities will be based on a knowledge of the nature and interests of the public.

3.5.1.1
The Canadian Parks Service will integrate its activities so that efforts at presentation will respect and enhance the historic value of the whole in order to contribute to a positive experience for the public.

3.5.1.2
In planning and implementing the presentation of cultural resources at national historic sites, national parks and historic canals, CPS will cooperate with other agencies on a regional basis to coordinate presentation initiatives and thus contribute to regional growth.

3.5.1.3
New structures and buildings at national historic sites will respect and be compatible with the historic character of the site. Such new work will not be detailed in such a way as to be mistaken for an historic structure.

3.5.1.4
Signs at national historic sites and for cultural resources will respect the historic character of those resources. Such signs may be distinctive.

3.5.2
Interpretation

Interpretation includes the specialized activities by which the Canadian Parks Service communicates an understanding and appreciation of the historic value of particular places, things, events and activities to visitors and the public. This communication may be accomplished through firsthand experience of historic places, appropriate use of cultural resources and the use of media. An understanding of public needs and interests is indispensable for effective interpretation.

3.5.2.1
In its interpretive activities CPS will communicate the historic character of the cultural resources being presented, the historical themes represented at a specific national historic site, national park or historic canal and the value of cultural resource management.

3.5.2.2
Where there is a Ministerial designation of national historic significance, the primary interpretive obligation will be to communicate what has been designated as being of national historic significance.

3.5.2.3
In selecting the most appropriate means of interpreting cultural resources and themes related to human history, CPS will consider the following factors:

i) visitor needs and expectations;
ii) the historic value of the resource;
iii) the interpretive potential of the resource and its themes;
iv) the impact of interpretation activities on the resource;
v) the availability of knowledge on which to proceed;
vi) opportunities for appropriate visitor use;
vii) the themes, purpose and objectives of the national historic site, national park or historic canal;
viii) the relationship of specific interpretive options to the overall presentation of a site; and,
ix) available human and financial resources.

3.5.2.4
Interpretation is an ongoing activity. It will include the maintenance, monitoring and review of interpretation programs.

3.5.2.5
Interpretation need not be complex to be effective. The kinds and levels of interpretation may range from simple access to creating a sense of the past.

3.5.2.5.1
Simple Access

This form of interpretation offers the visitor access to or experience of a resource that, with minimal support material, speaks for or presents itself.

The Canadian Parks Service will consider this form of interpretation for resources and complexes that have retained their historic uses or function or whose integrity is intact; whose meaning is readily comprehensible; and whose condition will not support more intensive use and development.

3.5.2.5.2
Publications and Exhibits

The Canadian Parks Service will provide publications and exhibits when there is a need to offer background, detail and perspective on more complex themes and resources.

3.5.2.5.3
Creating a Sense of the Past

Creating a sense of the past for the visitor is an interactive form of interpretation that may use a combination of the following activities: accurate restoration, reconstruction or replication of cultural resources, volumetric representation(s) of cultural resources, reproduction of period costumes and objects, role playing and representations of past activities. Creating a sense of the past is a comprehensive interpretive option that requires the integration of all aspects of the scene or environment being interpreted (for example, landscape treatments should be consistent with period restorations).

The Canadian Parks Service will consider creating a sense of the past as an interpretive option when:

i) there is a specific commemorative objective to provide the visitor with an understanding of a defined period in the history of a site; and,
ii) resources and their setting possess sufficient historical integrity to support a complete scene or environment; and,
iii) there is sufficient understanding of the resource to ensure accuracy of detail; and,
iv) cost can be justified in relation to historic significance and interpretive potential; and,
v) in the case of established sites, demonstrated visitor demand or expectations warrant this type of development.

3.5.2.6
Reproductions may be manufactured and used in interpretation when:

i) sufficient knowledge exists for an accurate reproduction; and,
ii) the original object is too fragile or cannot be provided with a stable display environment; or,
iii) more than one of an object is required; or,
iv) an object is to be handled or consumed.

3.5.2.7
The use of reproductions will be acknowledged.

3.5.2.8
In exceptional circumstances, the period reconstruction or replication of whole structures or complexes may be considered as the best possible means of achieving public understanding of a significant aspect of the past.

Period reconstruction may not be undertaken unless:

i) reconstruction of the vanished resource would make a significant contribution to historical, scientific or technical knowledge; and
ii) the cost of reconstruction, including its maintenance and operation, can be justified in relation to the historic significance and interpretative potential of the work.

If these considerations are met, reconstruction may only be considered if:

a) there are no significant preservable remains that would be threatened by reconstruction; and
b) there is sufficient research information to support an accurate reconstruction.

3.5.2.9
The use of period reconstructions will respect existing cultural resources and will be acknowledged.

3.5.2.10
Period reconstruction and reproductions are by definition contemporary work and have no *a priori* historic value. Because of their special character, however, the principles and practice of cultural resource management may apply to them.

3.5.3
Special Programs and Events

The Canadian Parks Service provides a variety of opportunities to promote the understanding, appreciation and enjoyment of cultural resources. Special programs and events offer CPS important opportunities to integrate the presentation of cultural resources at historic sites, national parks and historic canals with related activities in their surrounding communities.

In planning for these activities and uses CPS will be sensitive to the size, nature and interests of existing and potential visitor groups, while acknowledging that not all visitor expectations are compatible with its mandate and resources.

3.5.3.1
CPS will encourage those activities that are consistent with the principles of cultural resource management, are appropriate to the specific national park, national historic site or historic canal and are acceptable to CPS.

3.5.3.2
Where warranted, CPS will develop special programs for targeted groups of visitors.

3.5.3.3
Special events and uses will be encouraged where they contribute directly to public appreciation of the historic themes, resources and opportunities of a national park, national historic site or historic canal.

3.5.3.4
Special events and uses will respect cultural resources and their historic character and will not impair the safety, experience and enjoyment of visitors.

3.5.3.5
Some special events and uses that are otherwise appropriate may depict the past in ways that are not specifically accurate to the site. In cases where CPS permits such events or special uses, these discrepancies will be acknowledged.

3.5.3.6
Research and study by others of cultural resources at national historic sites, national parks and historic canals will be encouraged as an appropriate activity when such work respects the principles of this Policy and is compatible with visitor activities.

3.5.4
Services and Facilities

3.5.4.1
The Canadian Parks Service will provide the facilities and services necessary to achieve public understanding and appreciation and enjoyment of cultural resources.

3.5.4.2
Services and facilities may be provided through contract, lease, licence, concession or agreement.

3.5.4.3
The principles and practice of cultural resource management will apply to those contracts, leases, licences, concessions or agreements that affect cultural resources under the Minister's authority.

GLOSSARY

GLOSSARY

Accommodation

substantial: privately owned and operated low-density, roofed, visitor accommodation located on leased land, and which may provide associated services such as food or equipment rentals in support of the main function of providing visitor accommodation.

traditional: low-cost visitor accommodation that includes a variety of backcountry and front-country camping opportunities with related amenities; shelters; and privately operated hostels.

Active Management

Any prescribed course of action which is directed towards maintaining or changing the condition of physical or biological resources to achieve specific Canadian Parks Service objectives.

Activity Policy

A set of policies governing one of the elements of the Canadian Parks Service Program such as National Parks, National Historic Sites and Canadian Heritage Rivers, among others.

Biosphere Reserves

They are representative examples of landscapes, each with their characteristic plants, animals and human uses, which have been given an international designation under Unesco's Man and the Biosphere Programme (MAB), launched in November 1971 by the United Nations Educational, Scientific and Cultural Organization. Each biosphere reserve is made up of a protected "core" of undisturbed landscape (such as a national park), together with nearby areas showing some of the ways in which once-similar landscapes are being managed to meet human needs.

Canadian Heritage River

A river or section of a river which has been determined by the Canadian Heritage Rivers Board to have outstanding Canadian natural heritage, human heritage and/or recreational value.

Canadian History

The record of the entire human past in what is now Canada.

Commemoration

Ministerial recognition of national significance by one (or more) of the following means: acquisition of property for purposes of protecting and presenting heritage places and resources, erection of a plaque or monument, etc.

Condominium Ownership

A form of property ownership in which individual elements are owned by individuals, but common elements, including the land, are held by all owners as tenants in common.

Cooperating Association

A registered, non-governmental, nonprofit corporation which provides services to the public at National Parks, National Historic Sites, and Historic Canals. Through the sale of theme-related products and the conduct of special events, an association may generate revenues for funding activities directly supportive of park, site or canal objectives.

Cultural Landscape

Any geographical area that has been modified or influenced by human activity.

Cultural Resource Management

Generally accepted practices for the conservation and presentation of cultural resources, founded on principles and carried out in a practice that integrates professional, technical and administrative activities so that the historic value of cultural resources is taken into account in actions that might affect them. In the Canadian Parks Service, Cultural Resource Management encompasses the presentation and use, as well as the conservation of, cultural resources.

Cultural Resource

A human work or a place that gives evidence of human activity or has spiritual significance, and that has been determined to have historic value.

Ecological Integrity, Maintenance of

Managing ecosystems in such a way that ecological processes are maintained and genetic, species and ecosystem diversity are assured for the future.

Federal Heritage Building

Any federally owned building that has been designated by the Minister of the Environment as either classified or recognized, based on a recommendation of the Federal Heritage Buildings Review Office.

> **classified building:** a building accorded the highest level of designation under the Federal Heritage Buildings Policy, and which must be protected.
>
> **recognized building:** a building whose heritage value is recognized under the Federal Heritage Buildings Policy, and whose protection is encouraged.

Federal Heritage Buildings Review Office

An interdepartmental advisory body responsible for identifying which federal buildings merit designation as federal heritage buildings, and for monitoring the conservation and continued use of these buildings.

Heritage Area

A generic term used to signify those geographical areas, such as a park, site or canal, which are included within the Canadian Parks Service Program. These include National Parks, National Marine Parks, National Historic Sites and Historic Canals.

Heritage Railway Station

Any railway station that has been designated a "Heritage Railway Station" by the Minister of the Environment.

Heritage Resources

A Heritage Area, or any natural or cultural features associated with Heritage Areas or potential Areas.

Historic

Having importance in, or influence on, history.

Historic Canal

An administrative term used to refer to those canals operated by the Department of the Environment for purposes of navigation as well as for protection, enjoyment and interpretation of their cultural and natural heritage values, and which readily identifies such canals as being open for through navigation. Many of the operating canals have been designated as national historic sites under the authority of the Historic Sites and Monuments Act, and are managed in accordance with the "administration, preservation *and maintenance*" clause of that Act.

Historic Museum

A museum established under the authority of section 3(c) of the Historic Sites and Monuments Act to commemorate a historic place.

Historic Value

A value assigned to a resource by the Canadian Parks Service, whereby it is recognized as a cultural resource. All resources have historical value; only those which are considered to have importance over and above the historical, have historic value.

Historical

Of, relating to, or of the nature of, history, as opposed to fiction or legend. Historical refers more broadly to what is concerned with history.

Hostels

A public building which offers low-cost, supervised, overnight accommodation for use by families, groups or individuals traveling for pleasure, education or recreation. It is usually equipped with separate dormitories and washrooms for males and females, a common food preparation area with equipment, and a common room for socializing.

Indigenous Species

Organisms which occur naturally in a particular area instead of being introduced, directly or indirectly, by human activity.

Land Tenure Agreements

Any form of agreement including lease, license of occupation or concession, which grants a right of occupancy of CPS-administered lands to the holder of the agreement, from the Crown.

License of Occupation

A license granting a right of occupancy of specified lands for a specific purpose, without conferring any interest in the lands.

Management Plan

A document which constitutes the local expression of the general policies of the department and CPS, approved by the Minister following extensive public participation. This plan directs the long term development and operation of a park, site or canal. It

constitutes a framework within which subsequent management, implementation and detailed planning will take place.

National Historic Significance

A ministerial designation, based on the advice of the Historic Sites and Monuments Board of Canada.

National Historic Park

A legal designation which refers to federally owned historic sites that have been set aside under Part II of the National Parks Act.

National Historic Site

Any place declared to be of national historic interest or significance by the Minister of the Environment, acting under the authority of the Historic Sites and Monuments Act, including buildings or structures of national interest by reason of architectural character, or lands set aside in accordance with the National Parks Act to commemorate an historic event, or to preserve an historic landmark or historic (includes prehistoric) or scientific object of national importance. National historic sites may be administered by the Canadian Parks Service (these include national historic parks), or by others.

National Marine Park

This is a special area within one of Canada's ocean or Great Lakes zones, established under the National Parks Act, and managed in such a way as to protect and conserve its natural and cultural resources for the benefit, education and enjoyment of Canadians. Each marine park is a representative example of one of Canada's 28 marine regions. Normally it encompasses the sea bed, the overlying water column, any islands within its boundaries, and possibly a strip of coastal land necessary for park facilities or to encompass features critical to the park. Parliament designates, and the Canadian Parks Service manages, national marine parks in cooperation with Transport Canada and Fisheries and Oceans.

National Park

"A relatively large area where:

1) one or several ecosystems are not materially altered by human exploitation and occupation, where plant and animal species, geomorphological sites and habitats are of special scientific, educative and recreative interest or which contain a natural landscape of great beauty;
2) the highest competent authority of the country has taken steps to prevent or eliminate as soon as possible, exploitation or occupation in the whole area and to enforce effectively the respect of ecological, geomorphological or aesthetic features which have led to its establishment; and
3) visitors are allowed to enter, under special conditions, for inspirational, educative, cultural and recreative purposes." Source: The World Conservation Union (IUCN).

In Canada, the word also means a National Park as described in Schedule 1 of the National Parks Act. It is an area which has been identified as a natural area of Canadian significance, which has been acquired by Canada and designated by Parliament as a National Park, and over which the Canadian Parks Service has been given administration and control under the authority of the National Parks Act. It is managed for the benefit, education and enjoyment of Canadians so as to leave it unimpaired for future generations.

National Park Communities

A generic term for areas of national parks set aside for commercial, residential and resort use, as well as providing visitor activity facilities. Communities are generally large and complex enough to require a substantial amount of municipal infrastructure and servicing.

Natural Areas of Canadian Significance (NACS)

A natural area which provides outstanding representation of the geology, physiography, vegetation and wildlife that is characteristic of its larger natural region. A potential national park is selected from among NACS within a natural region that is not represented in the system of national parks.

Natural Heritage

This is a general term used in reference to National Parks, National Marine Parks and biophysical (natural) components of the Canadian Heritage Rivers System, Historic Canals and National Historic Sites. It encompasses all natural elements of land, water, species and atmosphere found within areas included under the Canadian Parks Service Program.

Park Conservation Plan

A management document which contains objectives and action plans for the protection and management of a park's natural ecosystems and components.

Pollution

Any alteration of the natural environment through the introduction of foreign materials, living or non-living, toxic or non-toxic.

Presentation

Activities, facilities and services that bring the public into direct or indirect contact with national historic sites, national parks and historic canals, and the resources associated with them.

Program

Generally, it encompasses the entire range of activities carried out by the Canadian Parks Service. At times it is used synonymously with the term Canadian Parks Service, when capitalized. It is also used more narrowly to describe a specific program (e.g. commemorative program) or activity, as well as a collection of projects which may be involved in managing a function or an activity of the Canadian Parks Service.

Proponent

The individual or organization intending to undertake a project or activity which is subject to the federal Environmental Assessment and Review Process.

Protection

With respect to ecosystems, it means regulatory, resource management and public education programs aimed at ensuring they are maintained in as natural a state as possible. In the context of cultural resources, protection has a range of meanings. It may refer to the basic maintenance of a resource, often as a preliminary to other work; it may be used as a synonym for preservation or conservation, or it may refer to an administrative regime under which a site/resource is managed or protected.

Recognition

A term used to indicate that a heritage resource (natural or cultural) has significance to all Canadians and warrants protection and presentation, either directly or indirectly, through one of the Canadian Parks Service programs.

Seasonal Camping Area

An area in a visitor centre in which individual lots can be developed with permanent buildings occupied for a limited annual season under the authority of a seasonal camping permit; the permit gives no interest in the land to the permit holder. The areas exist only in the communities of Wasagaming (Riding Mountain N.P.) and Waskesiu (Prince Albert N.P.).

Seasonal Cottage Residence

The residential use of CPS administered lands, held under a lease which restricts occupancy of the cottage to a specified period of the year, normally April 1st to October 31st.

Service Plan

Document that translates the conceptual direction of the Management Plan into a detailed offer of service to the public, with an implementation strategy.

Sustainable Manner

The use of resources in a way that ensures their integrity is not destroyed.

Sustainable Use

A general term meaning that people can gain direct and indirect benefits from heritage resources over the long term, without destroying them.

Volumetric Representation

A representation that re-creates the basic form of a cultural resource that has disappeared (e.g. the furnace at Les Forges du St-Maurice, part of Fort Chambly), using techniques that do not require the use of materials, details, or construction methods of the original.

Volunteer

A person who has signed an agreement to contribute time and talent to complete a project, without pay. Groups may also enter into such agreements.

Wilderness

"Wilderness is an enduring natural area of sufficient size to protect pristine ecosystems which may serve physical and spiritual well being. It is an area where little or no persistent evidence of human intrusion is permitted so that ecosystems may continue to evolve." National Wilderness Colloquium (1988).

World Heritage Site

A cultural or natural site that is considered to be of outstanding universal value by the World Heritage Committee, according to its criteria. The committee was established to oversee implementation of Unesco's 1972 World Heritage Convention.